Mid-Term Review 2013
TA12

April 2013
# Issue and revision record

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Executive Summary

The purpose of this Mid-Term Review (MTR) is to undertake a systematic review of Package D’s Technical Assistance (TA) streams against the stated objectives and activities as defined in the head contract between Cambridge Education (CE) and the Government of Pakistan (GOP). We do not intend to make judgement on the impact of the technical assistance (TA) activities: the focus is on presenting a historical and analytical picture of the TA package. This was an internal self-review exercise, carried out as a desk study complemented by meetings with relevant stakeholders.

The comparison between the contracted activities with the current list of TA activities reveals a significant shift in the TA scope of work towards the new World Bank Punjab Education Sector Programme-II (WB-PESP-II) – specifically, on the Disbursement Linked Indicators (DLIs) and the legal covenants. Given this reorientation, and Programme Monitoring and Implementation Unit (PMIU) identifying additional activities which CE might be required to support (e.g. school non salary budgets and teacher rationalisation), it was agreed to adopt a flexible approach. This meant that CE was on a state of alert, to be responsive as and when new additional activities, or reactivated suspended activities, might be given to CE to undertake at any time.

Understandably, this had a significant impact on the budget and staffing structure. On the former, as will be evident in Chapter 3 of this report, certain workstreams required additional financial commitments – e.g. the establishment of two institutional links, with the University of London Institute of Education (IOE) and the Australian Council for Educational Research (ACER), and school-specific budgets. On the latter, the staffing composition as proposed during the bidding stage was adjusted to ensure CE had the right people, with the right skills in the right positions to manage TA operations effectively. This is considered in Chapter 7.

Key achievements to date are:
- The Non-Salary Budget formula approved by PMIU, SED and FD
- An innovative teachers rationalisation formula developed, submitted to DED for approval
- An institutional linkage for Directorate of Staff Development (DSD) with IOE for teacher licensing and Continuing Professional Development (CPD)
- An institutional linkage for Punjab Examinations Commission (PEC)/Punjab Examination Assessment System (PEAS) with ACER for institutional capacity building
- School and district report cards designed, tested and distributed
- Information and communication needs study completed
- PMIU restructuring proposal presented – the new structure of PMIU functions is much more compatible for the mission of PMIU
- Teacher improvers campaign completed
- Review of 2010 mergers and teacher rationalisation policies and ICT labs in school completed.

The MTR has helped to identify the main project management and technical lessons and issues:
- Concise, clear and well-focused Terms of Reference (TOR) can only be achieved through detailed stakeholder solicitations
- Regular and open tripartite communications (CE, PMIU and WB) is critical to producing high quality outputs
- A stable workforce at the PMIU is essential for ownership and sustainability of CE supported activities
- ‘Last minute requests’ and decisions prevent sufficient time to plan and properly resource commissioned activities, which results in below expected results and poor value for money
Quality assurance at each critical step of a TA activity is needed to enable CE/PMIU to make appropriate adjustments and to ensure unintended deviations are controlled.

Security concerns have constrained the mobilisation of international experts long-term to Pakistan. However, utilisation of a combination of strong, influential local experts and short-term international experts has bridged this gap.

A one-off activity or an annual campaign, such as the improvers campaign or supplementary stipend campaign, may not be sufficient to keep the stakeholders and the beneficiaries of the activity focused on the targets. A sustained programme of encouragement and support from officials may be effective in stimulating on-going, active participation.

The CE team has managed to overcome various difficulties and obstacles; it is clear from the progress to date that the most difficult time has now passed. Implementation of Package D is now on track, and the project has completed or has been working in response to the prioritised requirements of implementation of PESP I and II. Implementation of TA-supported activities has increased rapidly, both quantitatively and qualitatively, and the technical team and networks in Punjab have been strengthened.

To regularise variations in deliverables from the original contract, we would recommend GOP to consider the following three options:

(i) a no-cost and no-time revision of the contract, with the deliverables to be negotiated based on those defined in table 5.1 (up to the end of the contract, June 2014)

(ii) a no-time change of the contract with the agreed deliverables negotiated as above in table 5.1 but with extra funding for any substantial activities (to be confirmed case by case, to the end of the contract, June 2014)

(iii) a time and cost extension, the deliverables to be negotiated based on those defined in table 5.1 and a new financial proposal submitted to reflect the proposed deliverables (up to the end of PESP II, as defined in chapter 3).

CE will work closely with the PMIU to clarify procedures and protocols, amongst other things, with the commissioning of TA services through the flexible approach, and in communicating with donors and other stakeholders. CE will reinforce the core existing principles which inform our support:

- Integrating the international evidence and best practice with the Punjab circumstance
- Being a critical friend
- Being proactive
- Joint Ownership)

We will do this in all the workstreams through to the end of the project. Ultimately, our aim is for the GOP confidently to take the lead and continue the work of each workstream, following the project.
Acronyms and abbreviations

ACER  Australian Council for Educational Research
ADE  Associate Diploma in Education
CE  Cambridge Education
CE TA  Cambridge Education Technical Assistance
CIDA  Canadian International Development Agency
CMMF  Chief Minister’s Monitoring Force
CPD  Continuous professional development
CTA  Chief Technical Adviser
CTE  Cluster Teacher Educator
CTSC  Cluster Training and Support Centre
DD  Deputy Director
DEO  District Education Officer
DFID  Department for International Development (UK)
DLI  Disbursement Linked Indicator
DMO  District Monitoring Officer
DSD  Directorate of Staff Development
DTSC  District Training and Support Centre
DTE  District Teacher Educator
EMIS  Education Management Information System
EPM  Education Planning and Management
FGD  Focus Group Discussion
FY  Financial Year
GCET  Government College for Elementary Teachers
GIZ  German Agency for Technical Cooperation
<table>
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<th>Acronym</th>
<th>Full Form</th>
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<tr>
<td>GOP</td>
<td>Government of Punjab</td>
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<tr>
<td>IIEP</td>
<td>International Institute for Educational Planning</td>
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<td>IFT</td>
<td>International Field and Tab</td>
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<td>IOE</td>
<td>London University Institute of Education</td>
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<td>ISO</td>
<td>International Standards Organisation</td>
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<td>KAP</td>
<td>Knowledge, Attitudes and Practices</td>
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<td>LT</td>
<td>Licensed Teacher</td>
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<tr>
<td>MEA</td>
<td>Monitoring and Evaluation Officer</td>
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<td>MLA</td>
<td>Monitoring Learning Achievement</td>
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<td>MOU</td>
<td>Memorandum of Understanding</td>
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<td>MTR</td>
<td>Mid-term Review</td>
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<td>MTSF</td>
<td>Mid-Term Sector Framework</td>
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<td>NSB</td>
<td>Non-Salary Budget</td>
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<tr>
<td>PAD</td>
<td>Project Appraisal Document</td>
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<td>PD</td>
<td>Programme Director</td>
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<td>PEAS</td>
<td>Punjab Education Assessment System</td>
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<td>PEC</td>
<td>Punjab Examination Commission</td>
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<td>PEF</td>
<td>Punjab Education Foundation</td>
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<td>PESP</td>
<td>Punjab Education Sector Project</td>
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<td>PESRP</td>
<td>Punjab Education Sector Reform Programme</td>
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<tr>
<td>PFM</td>
<td>Public Finance Management</td>
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<tr>
<td>PMIU</td>
<td>Programme Monitoring and Implementation Unit</td>
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<td>PST</td>
<td>Primary School Teacher</td>
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<td>PTB</td>
<td>Punjab Textbook Board</td>
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PTSDA  Punjab Teaching Standards Development Authority

QA  Quality Assurance
SAHE  Society for the Advancement of Education
SC  School Council
SED  School Education Department
STR  Student Teacher Ratio
TA  Technical Assistance
TE  Teacher Educator
TLC  Teacher Licensing and Certification
TOR  Terms of Reference
UNESCO  United Nations Educational, Scientific and Cultural Organization
WB  World Bank
1 Background

Cambridge Education is currently implementing the technical assistance Package D, Improving Quality, Access and Governance in Education, of the World Bank funded Punjab Education Sector Project (PESP). This TA package commenced in June 2011. The project is providing a series of coordinated interventions to the School Education Department, Programme Monitoring and Implementation Unit (PMIU), Directorate of Staff Development (DSD), Punjab Textbook Board (PTB), Punjab Examination Commission (PEC) and other relevant institutions in policy, planning, teacher licensing and certification, examination and assessment, financial decentralisation, impact evaluations and more.

1.1 Purpose of MTR

The purpose of the Mid-Term Review (MTR) is to undertake a systematic review of Package D’s Technical Assistance (TA) streams against the stated objectives and activities as defined in the head contract between CE and the GOP.

The MTR is a self-assessment; it is a learning opportunity for both CE and GOP to ensure the TA outputs, past, present and future, are those which are truly needed by the GOP. The review will review CE’s performance of the TA activities, and those planned, against those stated in the contract. It will comment on the reasons for any deviations from the planned activities, identify the reasons of good performance, and assess the relevance of the proposed TA activities post MTR up to the end of the contract, in June 2014.

The review will also take particular account on whether Package D’s TA has provided services in improving education quality, access and governance which were (and are) valued by the GOP, the World Bank and the education sector as a whole. Based on lessons learned, it will set out recommendations to improve the effectiveness of TA for the project to the end of CE’s contract (June 2014) and consolidate the base for a possible contract extension to the end of PESP-II (31 December, 2015).

We do not intend to make judgement on the impact of the TA activities. Instead, we focus on presenting a historical and analytical picture of the TA package. We hope the MTR report will act as a resource to the GOP, the World Bank and other donors to evaluate the effectiveness of the Package D activities. This report covers the finished or on-going activities up to March 2013.

1.2 MTR TOR

The TOR for the MTR were agreed jointly by the TA team and the PMIU. These were:

1. To review and document the evolution of the TA activities and their alignment with contract/inception report and PESP-II;
2. To review the activities and Lessons learned in the TA implementation up to now;
3. To identify the principles to guide the future TA streams within and beyond the TA package contract life;
4. To propose the major TA streams to be finished within and beyond the TA package contract life;
5. To review and propose the new TA management team structure in consideration of the proposed on-going and coming new TA streams.
1.3 Methodology of MTR

The MTR was conducted as a desk study, complemented by stakeholder interviews. Official documentation was reviewed. This included the tender documents (Request for Proposal, CE’s technical and commercial proposal, CE’s contract with the GOP), key implementation documents (inception report, quarterly reports) and office-based management information system (records/reports etc). This allowed CE to identify and track activities over time, to explain the reasons for the evolution of TA activities, to identify the Lessons learned, and ultimately to propose the direction of TA activities following the MTR. Where the TA team deemed appropriate, face-to-face discussions were held with government officials and other stakeholders to add further insight and meaning to specific workstreams.
2 Project Evolution

2.1 Brief history of the project

The CE TA team mobilised on 13th June 2011 after having been awarded a three year contract by the Government of Punjab (GOP) to provide technical assistance to the Punjab Education Sector Project (PESP-I) - the first phase of PESP-I ran from July 2009 - June 2012. The overall objective of PESP-I was to improve the quality, access and governance of education.

The RFP for the TA component of PESP-I was developed in 2009 to reflect the priorities of PESP-I. Bids were in due course invited, and CE submitted its technical and commercial proposals in response to the RFP in May 2010. In late May 2011, CE and PMIU signed a contract for CE to deliver the TA component.

The two-year hiatus between the formulation of the RFP and the end of the project inception period in September 2011 resulted in PESP-I being already more than two thirds of the way completed; much of the original agenda has already been addressed or overtaken by other pressing priorities. For this reason, a large number of adjustments to the programme plan were made during the inception period.

At the beginning of 2012 a new World Bank Project Appraisal Document was developed for the second phase of PESP, with a series of DLIs and legal covenants to trigger the release of the loan. The PMIU requested TA support in delivering those. It was agreed that CE would adopt a flexible approach to its modus operandi, responding to clients’ needs as and when they arose during the execution of the second phase of PESP while maintaining some of the core workstreams from PESP-I (i.e. those which were referred to and/or relevant to PESP-II).

This resulted in some workstreams which CE initially implemented becoming redundant or being relegated to lower priority due to the PMIU focussing exclusively on PESP-II. (One example of this was the planned scoping mission on textbook distribution.)

Furthermore, a series of postings and transfers of key PMIU personnel resulted in CE not being able to clarify the exact scope of work. Hence certain deliverables did not meet the expectations of PMIU – e.g. the development of the Mid-Term Sector Framework (MTSF) and the first report on the restructuring of the PMIU.

The TA adopted a flexible and responsive approach in order to address emerging priorities arising from the adjustments to planned activities and the PMIU identifying additional, and initially undefined, activities (e.g. providing TA support to school non-salary budgets and teacher rationalisation).

Understandably this had a significant impact on the budget, and some workstreams required additional financial commitments (e.g. the establishment of two institutional links, with IOE and ACER, and school specific budget; see Chapter 3). It also had an impact on the staffing structure. The staffing composition as proposed during the bidding stage changed to ensure CE had the right people, with the right skills in the right positions to manage effectively TA operations (see Chapter 7).
2.2 Alterations in scope of activities

The comparison between the contracted activities with the current list of TA activities reveals a significant shift in the TA scope of work towards the new WB PESP II programme – to be precise, on the Disbursement Linked Indicators (DLIs) and the legal covenants:

- three activities remain unchanged (1a, 1b and 1d)
- two activities were suspended until further notice (1e and 1f)
- two activities were cancelled (1c and 1h)
- in five activities, the scope of work was reduced (1g, 2a, 3a, 3b and 5)
- in two activities, the scope of work had increased (3c and 4a)
- two new activities were added (4d and 4e).

Table 1 charts those changes over time in workstreams from the initial agreements in the contract (in the first column), through what was settled at the time of the inception report (in the second column), to the agreed workstreams currently being undertaken (in the third column).

Table 1: Evolution of agreed activities under TA Package D

<table>
<thead>
<tr>
<th>Agree in contract</th>
<th>Agree in revised inception report</th>
<th>Currently agreed workstreams</th>
<th>Linkage with PESP II</th>
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<tr>
<td><strong>1. Quality</strong></td>
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<td>a. Teachers’ professional development</td>
<td>a. Teachers’ professional development</td>
<td>a. Teachers’ professional development</td>
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<tr>
<td>• Review and disseminate findings of recent CPD assessment</td>
<td>• Needs analysis for ISO certification of DSD training programmes &amp; capacity building</td>
<td>• Institutional linkage with University of London Institute of Education (IOE)</td>
<td>DLI 1</td>
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<tr>
<td>• Develop CPD framework and action plan</td>
<td>• Review of CPD framework &amp; action plan</td>
<td>• CPD process review</td>
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<td>• Implement CPD action plan</td>
<td>• Impact evaluation of CPD</td>
<td>• CPD initiatives in support of teacher licensing (see 1b below)</td>
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<thead>
<tr>
<th><strong>b. Teacher management</strong></th>
<th><strong>b. Teacher management</strong></th>
<th><strong>b. Teacher management</strong></th>
<th>Legal covenant</th>
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<tr>
<td>• Assist Task Force in setting up a system for certification and accreditation of teachers</td>
<td>• Roadmap and support for legislation for teacher licensing</td>
<td>• Institutional linkage with University of London Institute of Education (IOE)</td>
<td></td>
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<tr>
<td>• Support development of career path for teachers</td>
<td>• Support for establishing an autonomous body for teacher licensing</td>
<td>• Roadmap and support for legislation for teacher licensing</td>
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<tr>
<td>• Develop guidelines on appropriate staffing structure for schools (primary, middle and secondary)</td>
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<td>• Support for establishing an autonomous body for teacher licensing</td>
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<tr>
<td></td>
<td>Agreed in contract</td>
<td>Agreed in revised inception report</td>
<td>Currently agreed workstreams</td>
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<td><strong>c. Headteacher programme and qualification</strong></td>
<td>• Lead task force to design headteachers’ programme</td>
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<td>Nil</td>
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<td></td>
<td>• Assist in setting up a Department of School Management within an existing institution</td>
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<td></td>
<td>• Train staff for Department</td>
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<td></td>
<td>• Develop training plan for all headteachers and support training of initial batch of trainees</td>
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<td><strong>d. Performance based incentives for schools</strong></td>
<td>• Assist development of criteria and structure for providing performance based incentives to schools</td>
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<td></td>
<td>• Assist in implementation of incentives scheme</td>
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<td></td>
<td>• Impact evaluation of teachers’ incentives scheme</td>
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<td><strong>e. Teaching and learning materials</strong></td>
<td>• Technical assistance &amp; logistical support to Working Group reviewing resource and supplementary materials (primary &amp; secondary)</td>
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<tr>
<td></td>
<td>• Report and action plan for development and piloting of new materials</td>
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<td><strong>f. Textbook reforms</strong></td>
<td>• Advising on procurement policy</td>
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<td>• Establishing a textbook field testing/evaluation system</td>
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<tr>
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<td>• Technical assistance &amp; logistical support to Working Group reviewing resource and supplementary materials (primary &amp; secondary)</td>
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<td></td>
<td>• Establishing a textbook field testing/evaluation system</td>
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<td></td>
<td>• Capacity building for Textbook Board</td>
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<td></td>
<td>• Establishing a textbook field testing/evaluation system but now suspended</td>
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### g. Support for examinations and assessment

- Provide general support to PEC
- Design & conduct Monitoring Learning Achievement (MLA) at district level (including establishment of an item bank)
- Analyse areas of weakness in curriculum and student achievement

### g. Support for examinations and assessment

- Capacity building in item development
- Capacity building in data handling, analysis and research
- (PEAS) Training in software handling
- (PEAS) Communication strategy and materials
- (PEAS) Database development

### h. Analyse underperforming schools

- Use data from (g) above, to identify and review schools which are under-performing in MLA tests

### h. Analyse underperforming schools

- Nil

### a. Support to SED/PMIU in data analysis skills for medium term planning

- Review and strengthen existing monitoring mechanisms relevant to general information on access
- Build capacity of PMIU staff in analysing & projecting enrolment growth data
- Report on public and private enrolment growth trends
- Develop a medium term planning framework for teacher recruitment, missing facilities and upgrading of existing facilities
- Capacity building for EMIS

### a. Support to SED/PMIU in data analysis skills for medium term planning

- Develop a monitoring procedures manual for MEAs
- Needs analysis for EMIS capacity building

### Legal covenant

- Institutional linkage with Australian Council for Educational Research (ACER)
- Capacity building in item development
- Capacity building in data handling, analysis and research

---

### 2. Access

<table>
<thead>
<tr>
<th>a. Support to SED/PMIU in data analysis skills for medium term planning</th>
</tr>
</thead>
<tbody>
<tr>
<td>Review and strengthen existing monitoring mechanisms relevant to general information on access</td>
</tr>
<tr>
<td>Build capacity of PMIU staff in analysing &amp; projecting enrolment growth data</td>
</tr>
<tr>
<td>Report on public and private enrolment growth trends</td>
</tr>
<tr>
<td>Develop a medium term planning framework for teacher recruitment, missing facilities and upgrading of existing facilities</td>
</tr>
<tr>
<td>Capacity building for EMIS</td>
</tr>
</tbody>
</table>

### 3. Governance
<table>
<thead>
<tr>
<th><strong>Agreed in contract</strong></th>
<th><strong>Agreed in revised inception report</strong></th>
<th><strong>Currently agreed workstreams</strong></th>
<th><strong>Linkage with PESP II</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>a. Institutional capacity building within SED &amp; DSD</strong></td>
<td><strong>a. Institutional capacity building within SED</strong></td>
<td><strong>a. Institutional capacity building within SED</strong></td>
<td><strong>Legal covenant</strong></td>
</tr>
<tr>
<td>• Carry out a structural and functional review of SED and DSD and develop a set of recommendations for change where necessary</td>
<td>• Review of structure of SED and attached bodies, with recommendations for re-structuring</td>
<td>• Restructuring plan for PMIU</td>
<td></td>
</tr>
<tr>
<td>• Design and develop an HR system, including:</td>
<td>• Review of HR of the SED and attached bodies, with recommendations for restructuring</td>
<td></td>
<td></td>
</tr>
<tr>
<td>– fully functional HR department</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>– system for performance management</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>– career structure</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>– staff development process</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>b. School Councils and accountability mechanisms</strong></td>
<td><strong>b. School Councils and accountability mechanisms</strong></td>
<td><strong>b. School Councils and accountability mechanisms</strong></td>
<td><strong>DLI 7</strong></td>
</tr>
<tr>
<td>• Review achievements, gaps and challenges of SCs with recommendations for future directions</td>
<td>• Review achievements, gaps and challenges of SCs with recommendations for future directions</td>
<td>• School Council review</td>
<td></td>
</tr>
<tr>
<td>• Re-formulate School Council principles and plan for implementation</td>
<td>• Capacity building for school based management</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Pilot training of trainers for School Councils</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>c. Support to PMIU</strong></td>
<td><strong>c. Support to PMIU</strong></td>
<td><strong>c. Support to PMIU</strong></td>
<td><strong>Legal covenant</strong></td>
</tr>
<tr>
<td>• Build capacity for project management</td>
<td>• Procedure manual for monitoring</td>
<td></td>
<td><strong>Legal covenant</strong></td>
</tr>
<tr>
<td>• Build capacity for effective utilisation of information</td>
<td>• Update medium term sector framework</td>
<td></td>
<td><strong>Legal covenant</strong></td>
</tr>
<tr>
<td>• Develop a communications strategy</td>
<td>• Information &amp; communications needs assessment</td>
<td></td>
<td><strong>DLI 8</strong></td>
</tr>
<tr>
<td>• Develop a knowledge management system</td>
<td>• Information &amp; communications strategy (including knowledge management)</td>
<td></td>
<td><strong>DLI 8</strong></td>
</tr>
<tr>
<td></td>
<td>• Support for establishment of Communications Cell within PMIU</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Design of school performance report cards</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Design of district performance report cards</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Agreed in contract</td>
<td>Agreed in revised inception report</td>
<td>Currently agreed workstreams</td>
<td>Linkage with PESP II</td>
</tr>
<tr>
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</tr>
<tr>
<td><strong>d. School non-salary budgets</strong></td>
<td><strong>d. School non-salary budgets</strong></td>
<td><strong>d. School non-salary budgets</strong></td>
<td><strong>DLI 4</strong></td>
</tr>
<tr>
<td>• Nil</td>
<td>• Nil</td>
<td>• Non-salary school budget formula</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Develop implementation manual</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Training of vendor for implementation</td>
<td></td>
</tr>
<tr>
<td><strong>e. Teacher rationalisation</strong></td>
<td><strong>e. Teacher Rationalisation</strong></td>
<td><strong>e. Teacher rationalisation</strong></td>
<td><strong>DLI 3</strong></td>
</tr>
<tr>
<td>• Nil</td>
<td>• Nil</td>
<td>• Teacher rationalisation formula</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Policy brief for implementation</td>
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</table>

**4. Capacity building**

<table>
<thead>
<tr>
<th>a. Strategic seminars, workshops, dissemination and exposure visits</th>
<th>a. Strategic seminars, workshops, dissemination and exposure visits</th>
<th>a. Strategic seminars, workshops, dissemination and exposure visits</th>
</tr>
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<tbody>
<tr>
<td>• Specific activities to be identified</td>
<td>• Specific activities to be identified</td>
<td>• DMO workshop on monitoring</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• DMO workshop on PESP-II</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Other DMO workshops as required</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Course in Education Planning and Management at IIEP, UNESCO, Paris</td>
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<tr>
<td></td>
<td></td>
<td>• Course in Financial Management at IIEP, UNESCO, Paris</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Policy makers’ study visit to Australian Council for Educational Research (ACER) Melbourne</td>
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<tr>
<td></td>
<td></td>
<td>• Policy makers’ visit to developed and developing countries to study teacher licensing systems</td>
</tr>
</tbody>
</table>

**5. Other**
<table>
<thead>
<tr>
<th>Agreed in contract</th>
<th>Agreed in revised inception report</th>
<th>Currently agreed workstreams</th>
<th>Linkage with PESP II</th>
</tr>
</thead>
<tbody>
<tr>
<td>a. Impact evaluations and other studies</td>
<td>a. Impact evaluations and other studies</td>
<td>a. Impact evaluations and other studies</td>
<td></td>
</tr>
<tr>
<td>• Specific studies not specified</td>
<td>• Report on Teacher Rationalisation Policy 2010</td>
<td>• Study on Teacher Rationalisation Policy 2010</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Report on effectiveness of IT labs in HS &amp; HSS</td>
<td>• Study on effectiveness of IT labs in HS &amp; HSS</td>
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</tr>
<tr>
<td></td>
<td>• Impact evaluation of CPD</td>
<td>• Impact evaluation of the Improvers’ Bonus Programme</td>
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<td></td>
<td>• Impact evaluation of School Council Capacity Building Programme</td>
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<tr>
<td></td>
<td>• Impact evaluation of whole-school approach in Faisalabad and other early childhood initiatives</td>
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</tr>
</tbody>
</table>
3 Detailed Project Activities

This chapter comments in detail on each workstream which CE has undertaken or is currently undertaking. For each workstream the following areas are discussed: rationale, history, activities, issues encountered and lessons learned, recommendations on next steps, Outputs delivered, and key experts engaged.

3.1 Teachers’ professional development

3.1.1 Rationale

Support for an on-site programme of mentoring of teachers has been a key activity in both PESP-I and II. At the time that the RFP was developed for Package D Technical assistance (end of 2009), DSD had already established a system for ongoing on-site mentoring and support for teachers, and it had been implemented in 12 districts. An outreach system had been set up at district and cluster levels, staffed by Lead Teacher Educators and District Teacher Educators.

In 2009 an evaluation of the work done by DSD during the pilot phase was undertaken in the pilot districts. Therefore the TA activity proposed for Package D was to reflect on and disseminate the findings of this assessment. From this, a framework and action plan were to be developed for strengthening continuous professional development of teachers (CPD) interventions, for scaling up and for carrying the programme forward.

3.1.2 Workstream history

<table>
<thead>
<tr>
<th>Agreed in contract</th>
<th>Agreed in Inception Report</th>
<th>Current workstream</th>
<th>PESP II</th>
</tr>
</thead>
<tbody>
<tr>
<td>Teachers’ professional development</td>
<td>Teachers’ professional development</td>
<td>Teachers’ professional development</td>
<td>DLI 1</td>
</tr>
<tr>
<td>• Review and disseminate findings of recent CPD assessment</td>
<td>• Needs analysis for ISO certification of DSD training programmes &amp; capacity building</td>
<td>• Institutional linkage with University of London Institute of Education (IOE)</td>
<td></td>
</tr>
<tr>
<td>• Develop CPD framework and action plan</td>
<td>• Review of CPD framework &amp; action plan</td>
<td>• CPD process review</td>
<td></td>
</tr>
<tr>
<td>• Implement CPD action plan</td>
<td>• Impact evaluation of CPD</td>
<td>• CPD initiatives in support of teacher licensing</td>
<td></td>
</tr>
</tbody>
</table>

The long hiatus between the RFP, the proposal and contract, and CE’s eventual mobilisation on the ground, meant that the programme had already been taken out of its pilot phase and scaled up to all districts. Nonetheless, there was still a requirement for a review of the framework and action plan under which CPD was being implemented. Originally, CE had proposed to provide a full-time Key Expert to work with DSD in delivering the activities indicated in the contract.

However, as the programme neared the end of its inception phase, DSD’s thinking developed further. It was decided that the CPD framework could be re-focussed to serve the needs of the plan for introducing a system of teacher licensing, a key indicator under PESP-II. It was decided that since such a project was complex and even risky, the services of a prestigious institution, with the relevant experience, could be engaged to undertake this activity in partnership (or linkage) with DSD. Hence a linkage with University of London’s Institute of Education (IOE) was initiated, at DSD’s suggestion.
Additionally, since the proposed joint activity was likely to be long and arduous, DSD decided that the additional activity (needs analysis for ISO certification of DSD training programmes) could be dropped.

### 3.1.3 Activities

Dr Raphael Wilkins from the IOE visited Lahore for an initial scoping mission in March 2012, which focused on outlining a roadmap for teacher licensing (see next section). The need for a separate scoping visit for CPD was recognised at this time.

Accordingly, Dr Chris Brown from IOE visited Lahore in December 2012, during which time he held detailed discussions with senior staff at DSD and undertook a number of fact-finding visits to DSD’s ‘outreach’ institutions, schools and training centres listed below:

- A Government College for Elementary Teachers (GCET)
- A District Training and Support Centre (DTSC) located in a Government Higher Secondary School
- A Primary School within a Government Higher Secondary School
- A Cluster Training and Support Centre (CTSC) located in a Government Higher Secondary School
- Government Primary Schools (including a one-teacher school) in urban, suburban and rural areas; group discussions with primary school teachers were held within the school premises
- Headteacher training sessions at DSD were observed
- Meetings with Principals (DTSC/CTSC Head) and Teacher Educators (TE) were held at respective DTSCs and CTSCs
- A meeting with a group of Lead Teachers (LTs), Teacher Educators (TEs), District Teacher Educators (DTEs) and Cluster Teacher Educators (CTEs) was held at DSD.

### 3.1.4 Issues encountered/lessons learned

Technically, there are currently two major operations of CPD: ‘Remedial’ work for teachers identified as ‘weak’, and CPD for capacity building of school teachers for ‘new initiatives’. However, the term ‘CPD’ as it is understood internationally refers to a continuous and ongoing process of refreshment and enhancement of teaching performance skills for all teachers throughout the course of their careers. This is currently missing from the CPD framework in Punjab, and as such does not provide the support and development that will be demanded by the proposed Punjab Teacher Standards and Development Authority (PTSDA).

The current practice of delivering CPD interventions to weak teachers greatly depends on the depth of knowledge and understanding of pedagogical issues of those going into schools for observation and mentoring – the District Teacher Educators (DTEs). The precise degree of that understanding needs to be investigated. It very strongly recommended that CPD should include training of TEs, LTs, DTE and CTEs based upon changing trends in teacher education and professional development. Unless the quality of the teacher mentors is secure, implementation of a system of teacher licensing (see Section 3.2 below) will be seriously curtailed.

### 3.1.5 Recommendations on next steps

#### Up to end of the contract

- Conduct a review of best practices of CPD at international level
- Conduct a review of DSD’s CPD programme
Up to end of PESP II
- Explore the challenges of shaping CPD for DSD to become a potential service provider for PTSDA and to assess the kind of resources needed by involving DSD staff, DTEs, MTs and teachers
- Develop a model of CPD for secondary school teachers
- Longitudinal evaluation of various processes / activities involved in CPD should be conducted
- Feasibility study on pre-service teacher education programme as per needs of all school teachers.

3.1.6 Outputs delivered

3.1.7 Key experts
- Dr Chris Brown (IOE)
- Dr Carol Taylor (IOE)
- Rosalind McGinley (CE)
- Rubina Tariq (CE)

3.2 Teacher management

3.2.1 Rationale
Support for setting up a teacher licensing system has been a part of both PESP-I and II. Under PESP-II, it is a legal covenant.

DSD’s vision for embedding a system of teacher licensing encompasses the establishment of an autonomous Punjab Teacher Standards Development Authority (PTDSA), together with (eventually) the development of a leadership college for the accreditation of headteachers and principals. However, the primary function of the authority would be to define professional standards for teacher performance and to accredit teachers as "licensed teachers" (LTs), assessed against those standards. The overall objective is to develop teaching as a prestigious profession, thus making it an attractive career of choice for young graduates and postgraduates.

3.2.2 Workstream history

<table>
<thead>
<tr>
<th>Agreed in contract</th>
<th>Agreed in Inception Report</th>
<th>Current workstream</th>
<th>PESP II</th>
</tr>
</thead>
<tbody>
<tr>
<td>Teacher management</td>
<td>Teacher management</td>
<td>Teacher management</td>
<td>Legal covenant</td>
</tr>
<tr>
<td>• Assist Task Force in setting up a system for certification and accreditation of teachers</td>
<td>• Roadmap and support for legislation for teacher licensing</td>
<td>• Institutional linkage with University of London Institute of Education (IOE)</td>
<td></td>
</tr>
<tr>
<td>• Support development of career path for teachers</td>
<td>• Support for establishing an autonomous body for teacher licensing</td>
<td>• Roadmap and support for legislation for teacher licensing</td>
<td></td>
</tr>
<tr>
<td>• Develop guidelines on appropriate staffing structure for schools (primary, middle and secondary)</td>
<td></td>
<td>• Support for establishing an autonomous body for teacher licensing</td>
<td></td>
</tr>
</tbody>
</table>
At the time of writing the RFP (on which the proposal and contract were based), there was a Task Force in existence whose mandate was to propose a roadmap for teacher licensing and certification. By the time CE was mobilised in mid-2011, the Task Force was no longer active. At the same time, requirements for initial certification of teachers (ADE/BA/BSc/B Ed), together with plans for a teachers’ recruitment test, were in place. Hence the focus of this workstream came to be centred on the issue of teacher licensing, and the development of a career path for teachers is also to be addressed within this remit.

The third part of the workstream agreed in the contract (guidelines for appropriate staffing structure for schools) is to be addressed within another workstream – teacher rationalisation (see section 3.16 below).

The current activities largely reflect what was agreed in the inception report. However, instead of the work being undertaken by a Key Expert, as originally envisaged, an institutional linkage has been set up between the University of London Institute of Education (IOE) and DSD. They will guide the activities of this workstream and activities related to CPD of teachers (see the previous section 3.1).

### 3.2.3 Activities

**Scoping visit for teacher licensing**

An initial scoping visit was conducted by Dr Raphael Wilkins of London University Institute of Education (IOE) in April 2012. In this visit the following tasks were accomplished:

- Relationships with key individuals in DSD / SED were established.
- Processes required for change management and needs associated with necessary skill development were identified.
- Possible options for roadmap for teacher licensing were presented, and the immediate way forward was proposed.
- Dr Raphael Wilkins delivered a lecture to stakeholders in the public and private education sector on ‘Professionalisation of Teaching’

**Second visit (teacher licensing)**

Dr Raphael Wilkins and Dr Carol Taylor visited Lahore from IOE between 27 August and 7 September, 2012 in connection with teacher licensing. During the visit Dr Carol Taylor also conducted a workshop for major stakeholders entitled ‘Improving the quality of Education through CPD’.

Following detailed discussions at DSD and PMIU, a first draft of legislation for teacher licensing was produced, together with a prospectus. A draft MOU between IOE and DSD was prepared, a draft roadmap for teacher licensing was proposed, together with a schedule for implementation. Finally, a meeting was held comprising potential members of a steering committee for the workstream, and a draft project governance concordat was drafted.

**Third visit (teacher licensing)**

Professor Ian Craig visited Lahore 3 - 5 December 2012. Further detailed discussions were held with DSD regarding the scope and type of licensing envisaged, the mode of awarding licenses, and transitional arrangements for existing teachers. Also discussed were issues of devolution of the licensing process to district level (set against the need to maintain consistent standards), academic and administrative structures needed to ensure the smooth operation of the suggested Punjab Teacher Standards.
Development Authority (PTDSA), and modalities of incorporating existing infrastructural arrangements for CPD into the teacher licensing framework.

**Work undertaken in Lahore by CE team**

In January 2013, CE recruited a full-time expert, Rubina Tariq, to assist DSD in the preparation of legislation for teacher licensing. She has been researching those laws, rules and notifications related to the certification, recruitment, induction, probation, promotion and career path of teachers in the public sector which could be affected by the proposed changes. A literature review of practice in teacher certification, licensing, recognition and accreditation was undertaken, including detailed case studies of practices in China and Japan. It is envisaged that senior policy makers will make a study tour to these two countries to see for themselves teacher professionalisation in action.

### 3.2.4 Issues encountered/lessons learned

Progress on this workstream fell behind schedule between March and August 2012 as it was unclear in which institution this activity was to be located. However, in August 2012 the Secretary School Education gave clear direction that teacher licensing was to be led by DSD.

The decision on a suitable model for institutional linkage took a considerable time to reach. All the parties involved (DSD, IOE, CE and PMIU) had to come to a shared understanding and agreement on the management and operational arrangements which would work and be acceptable from their respective points of view. This was in due course achieved.

Establishing a system for licensing of teachers is a complex and sensitive process, with many vested interests potentially being affected. It is DSD’s view that legislation should be drafted and the long process leading to enactment initiated before bringing the issue into the open for wider stakeholder engagement. This approach creates a risk of the system being found unacceptable when it is introduced. In designing the legislation, it would be preferable to have heard and taken into account the views of those concerned to ascertain the kind of system which will be most suitable in the local context. To mitigate this risk, it is proposed that at least ‘insider’ stakeholders should convene for a substantial visioning exercise before the next iteration of the draft legislation is completed.

The current political climate, leading up to a general election, also creates uncertainty regarding the eventual outcome of this activity. It is DSD’s vision that teacher licensing should be undertaken by a newly--created Punjab Teaching Standards Development Authority (PTSDA). The current responsibility for CPD will be devolved more fully to the district based Government Colleges for Elementary Teachers (GCETs), and thence downwards to district and cluster teacher support centres. If this is to be the case, then capacity provision at these levels may be a concern.

### 3.2.5 Recommendations on next steps

**Up to end of the contract**

- A visioning exercise for teacher professionalisation involving policy makers in SED, PMIU and DSD is planned
- The second draft of teacher licensing legislation for presentation to stakeholders will be prepared accordingly
- Development of provincial professional standards for teachers and headteachers at all levels
- Formulation of assessment and evaluation standards and criteria
- A study visit to a developed and developing countries with relevant practice and experiences is planned.

**Up to end of PESP-II**
- Accreditation of all in-service courses/programmes at all levels and stages of licensing
- Accreditation of pre-service courses/programmes at all levels and stages of licensing.

### 3.2.6 Outputs delivered
- Report: Teacher certification and licensing - 2\textsuperscript{nd} visit, with attached deliverables, September 2012 (VR 7)
- Report: Towards the creation of a Punjab Teaching Standards Development Authority, January 2013 (TA 10)
- Literature review: ‘Teacher certification and teacher licensing – best practice at international level’ February 2013
- Case studies of teacher licensing and certification in Japan, China and Indonesia, February 2013
- Index of laws, rules and notifications relating to teacher employment in Punjab, February 2013

### 3.2.7 Key experts
- Dr Raphael Wilkins (IOE)
- Dr Ian Craig (IOE)
- Rosalind McGinley (CE)
- Rubina Tariq (CE)

### 3.3 Headteacher programme and qualifications

#### 3.3.1 Rationale
In April 2009 SED issued a Notification regarding the ‘Empowerment of Heads of Educational Institutions’ to enable heads of both primary and high schools to manage their schools more effectively. A training programme of one month’s duration has been developed by DSD for this purpose. Even so, the designation of ‘Headteacher’ in government primary schools still needs to be sanctioned with clearly established terms of reference if there is to be legitimate academic and administrative leadership at that level of education. The role of headteacher may be further legitimised through an accreditation process whereby potential heads are measured against a set of well-defined standards laid down by a provincial school leadership authority.

#### 3.3.2 Workstream history

<table>
<thead>
<tr>
<th>Agreed in contract</th>
<th>Agreed in Inception Report</th>
<th>Current workstream</th>
<th>PESP II</th>
</tr>
</thead>
<tbody>
<tr>
<td>Headteacher programme and qualification</td>
<td>Headteacher programme and qualification</td>
<td>Headteacher programme and qualification</td>
<td>Nil</td>
</tr>
<tr>
<td>- Lead task force to design headteachers’ programme</td>
<td>- Nil</td>
<td>- Nil</td>
<td></td>
</tr>
<tr>
<td>- Assist in setting up a Department of School</td>
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</tbody>
</table>
Management within an existing institution
- Train staff for Department
- Develop training plan for all headteachers and support training of initial batch of trainees

Actions agreed in the contract included support for the establishment of a Department of School Management within an existing institution, and assistance in developing and implementing a training programme for principals and headteachers. However, at the time of the development of the inception report, DSD was of the view that its ongoing in-house headteacher training was sufficient for the purpose. Thus CE was advised to drop this component. Subsequently, in discussion with IOE and CE regarding the possible establishment of a Punjab Teaching Standards Development Authority for teacher licensing (see previous section above), the concept of developing a parallel system for accreditation of school leadership has been re-visited.

### 3.3.3 Activities

The proposed ‘college’ for accreditation would most likely be a part of the proposed Punjab Teaching Standards Development Authority. Therefore any further work in this connection will await developments in the legislative process for teacher licensing (see previous section, above).

### 3.4 Performance based incentives for schools

#### 3.4.1 Rationale

In order to improve teacher and, by implication, school performance, the Improvers’ Bonus Programme was set up as a pilot in three under-performing districts to distribute bonuses to teachers on the basis of their school’s performance in increasing enrolment and retention, and in improving student achievement as measured by PEC examinations. The three year pilot was set up in 2010, using data from 2009/10 as a baseline.

CE has been brought on board to run awareness campaigns for the programme, and to assist with teachers and schools registration and verification in advance of incentive payments.

This activity is part of PESP II, and is linked with DLI 6.

#### 3.4.2 Workstream history

<table>
<thead>
<tr>
<th>Agreed in contract</th>
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<th>PESP II</th>
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<tbody>
<tr>
<td>Performance based incentives for schools</td>
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<td></td>
</tr>
<tr>
<td>Assist development of criteria and structure for providing performance based incentives to schools</td>
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</tr>
<tr>
<td>Assist in implementation of</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Performance based incentives for schools</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Awareness campaigns for Improvers’ Bonus Programme</td>
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</tr>
<tr>
<td>Impact evaluation of teachers’ incentives scheme</td>
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<tr>
<td>Performance based incentives for schools</td>
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<tr>
<td>Awareness campaigns for Improvers’ Bonus Programme</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Annual registration and verification of participating teachers and schools</td>
<td>DLI 6</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
The three-year pilot programme was introduced at the start of the academic year 2010/11. By the time CE was mobilised in June 2011, the activities were well underway. For this reason there was no longer any requirement for assistance with initial design and development of the programme, as had been provided for in the contract. The support of CE was sought for the awareness campaign for 2010/11, but at a very late stage (December 2011/January 2012). CE was required to finance the services of an NGO which had been identified by PMIU to conduct the field activities, and also to undertake the registration and verification of participating teachers and schools.

In the third and final year of the pilot (2012/13), CE was once again required to conduct an awareness campaign. This time CE took responsibility for all aspects of arranging and conducting meetings with teachers in the field, together with the registration and verification exercise.

In February 2013, CE was informed that the World Bank itself would be conducting an impact evaluation of the programme.

### 3.4.3 Activities

**Academic year 2011/12**

CE was brought on board late in the academic year to conduct the campaign through financing the services of an NGO (SEHAR) identified by PMIU to undertake the field meetings with teachers, and also by organising and financing all the associated logistic support. Following the conclusion of the campaign, CE undertook the registration and verification of participating teachers (1000) and schools (450). After the publication of the Annual School Census 2011/12, and the PEC Class 5 results for 2012, CE undertook the calculation of the bonus amounts for each school. Score cards, showing each school’s performance for the year, were collected, updated and again disseminated to 450 schools through DMOs for display at each school.

**Academic year 2012/13**

For the academic year 2012/13, responsibility for all aspects of the campaign, including teachers and schools registration and verification, was given to CE. Accordingly, a presentation was prepared for delivery during the campaign, together with an informational leaflet about the programme, suggestions for increasing enrolment and tips for tackling PEC multiple choice questions and handling PEC answer sheets. The registration form was redesigned, together with a new feedback form. The existing school score cards were re-designed and printed. Where necessary, materials were translated into Urdu. All materials developed were shared with, and approved by PMIU. Extensive briefing and training was given to resource persons and to other technical and administrative staff working in the field, and venues (local high schools) were identified, inspected and refurbished well-ahead of the meetings.

Meetings with participating teachers and headteachers were held between October 3 and 22, 2012, with cooperation and participation of officials from DMOs’ and District Education Offices. Each meeting featured a presentation of the programme, highlighting achievements of the previous year; a question and answer session; a reflection and discussion session; tips and suggestions for increasing enrolment and
improving PEC results; feedback on the meeting and on the programme as a whole; registration and lunch. Once the meetings schedule was completed, the processing of registration and verification of participating teachers and schools was completed and submitted to PMIU. This data will be used as a basis for payment of the annual bonus once the results of the Annual School Census and PEC examinations are announced in March 2013. At the same time, school performance results from the previous year’s programme were entered onto the newly designed school score cards for 450 schools. The cards were printed and mounted on hardboard sheets. These cards were sent to all the schools again for display. A full report on the awareness raising campaign for 2012/13 was submitted to PMIU.

3.4.4 Issues encountered/lessons learned

CE campaigned twice, the second time differing from the first. The experience from the first time was very mixed as there were weaknesses in the control of the process, resulting in loss of control over the quality of the various steps of the campaign process. This resulted in a complicated and difficult situation for both the CE team and PMIU in understanding what was going on and what was going wrong. However, the feedback on the second campaign was positive. The teachers appraised the effectiveness of the meetings and of the programme as a whole on the campaign. The core learning experience from this arrangement is that the CE team needs to be in charge of the whole process of TA activities to ensure the quality of every step.

However, responses from teachers regarding actions which they had initiated to make the targeted improvements were disappointing, and it would seem that, for the most part, participation in the programme has been passive rather than active. Above all, there was little evidence of schools coming together as a team to strategise ways in which they could maximise their performance (and thereby increase their bonus). An annual awareness campaign may not be sufficient to keep the teachers focussed on the targets. A consistent programme of encouragement and support from officials such as AEOs and, especially, DTEs, may be effective in stimulating ongoing active participation.

With regard to the programme itself, there are many questions to be answered, not least of which is whether or not the programme should continue in its present form. Although the TOR for conducting the awareness campaign did not call for any evaluation of the programme, a quick analysis of the achievements in school performance across the different pilot groups did not show a significant difference between those schools potentially earning high bonus amounts and the control group, where there was no bonus.

3.4.5 Recommendations for next steps

Up to end of the contract
- It is not recommended to take any further actions until the impact study is finished.

Up to end of PESP II
- To be identified and confirmed after the second round design is finished.

3.4.6 Outputs delivered
- Awareness campaign 2011/12 (through SEHAR) in two districts
- Report: Teachers’ incentive scheme – pilot programme for improvers’ school performance, February 2012 (TA 3)
Teacher and school registration and verification 2012/13 in three districts
Updated school score cards 2011/12 disseminated to schools
Bonus calculation 2011/12
Awareness campaign 2012/13 in three districts
Report: Improvers’ Bonus Awareness Campaign 2012/13 (TA 6)
Teacher and school registration and verification 2012/13
Re-designed school score card
Updated school score cards 2012/13 disseminated to schools

3.4.7 Key experts
- Rosalind McGinley
- Jamshed Khan

3.5 Support for materials development

3.5.1 Rationale
As a result of various past initiatives (not least the DFID-funded Punjab Middle Schooling Programme of the late 1990s/early 2000s), a great number of resource and supplementary materials have been developed for use of teachers to enhance their lessons. It became apparent, however, that these materials were lying largely unutilised, and so the Government of Punjab proposed to set up a working group of technical experts to investigate the reasons for this. The group was also to look into critical factors impeding the use of such materials, recommend ways to support their practical use. Based on the group's recommendations, a programme was proposed for enhancing the quality of supplementary materials and introducing them into schools, first two pilot districts and then more generally.

3.5.2 Workstream history

<table>
<thead>
<tr>
<th>Agreed in contract</th>
<th>Agreed in Inception Report</th>
<th>Current workstream</th>
<th>PESP II</th>
</tr>
</thead>
<tbody>
<tr>
<td>Teaching and learning materials</td>
<td>Teaching and learning materials</td>
<td>Teaching and learning materials</td>
<td>* Nil</td>
</tr>
<tr>
<td>• Technical assistance &amp; logistical support to Working Group reviewing resource and supplementary materials (primary &amp; secondary)</td>
<td>• Technical assistance &amp; logistical support to Working Group reviewing resource and supplementary materials (primary &amp; secondary)</td>
<td>• Nil</td>
<td></td>
</tr>
<tr>
<td>• Report and action plan for development and piloting of new materials</td>
<td>• Report and action plan for development and piloting of new materials</td>
<td></td>
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</tr>
</tbody>
</table>

As may be understood from the table above, it was generally agreed even up to the end of the inception period that this activity should form part of the TA activity. However, with the transition from PESP-I to PESP-II, PMIU advised that this workstream was no longer a priority.
3.6 Support for textbook reforms

3.6.1 Rationale

The background to this workstream is two-fold: on the one hand, the Punjab Textbook Board (PTB) has been charged with the development of more than a hundred new textbooks to meet the requirements of the latest iteration of the National Curriculum. Of even greater significance has been the policy under which all aspects of the development, printing and distribution of textbooks is gradually being transferred to the private sector. In this scenario, it follows that two of the major challenges confronting the PTB are concerned with procurement mechanisms and quality assurance issues.

With regard to the former, government procurement systems and capacity needed to be developed to ensure the procurements are carried out effectively, efficiently and transparently, so as to ensure best value for money. This is particularly important when seen against the back-drop of free distribution of textbooks to schools. Under these circumstances, only very few textbooks may eventually be selected, leading to a “winners and losers” situation for the publishers.

With regard to quality assurance issues, it was felt that a system for pre-testing of new textbooks in schools needed to be established so that district administrations (and, ultimately schools themselves) could make their choices based on solid evidence of the experience of the end-users.

3.6.2 Workstream history

<table>
<thead>
<tr>
<th>Agreed in contract</th>
<th>Agreed in Inception Report</th>
<th>Current workstream</th>
<th>PESP II</th>
</tr>
</thead>
<tbody>
<tr>
<td>Support for textbook reforms</td>
<td>Support for textbook reforms</td>
<td>Support for textbook reforms</td>
<td>No provision</td>
</tr>
<tr>
<td>• Advising on procurement policy</td>
<td>• Advising on procurement policy</td>
<td>• Establishing a textbook field testing/evaluation system</td>
<td></td>
</tr>
<tr>
<td>• Establishing a textbook field testing/evaluation system</td>
<td>• Establishing a textbook field testing/evaluation system</td>
<td>• Capacity building for Textbook Board</td>
<td></td>
</tr>
<tr>
<td>• Capacity building for Textbook Board</td>
<td>• Establishing a textbook field testing/evaluation system with associated capacity development</td>
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</tbody>
</table>

During the inception period it was established that support for strengthening the system for procurement of textbooks (as agreed in the contract) was already being undertaken by GIZ. However, at the time of submission of the inception report there was no Chairman appointed to the Textbook Board. Therefore no final decision could be reached as to whether the activities in support of procurement should be dropped. Once the new Chairman was appointed in May 2012, firm guidance was given that CE should limit its activities to supporting the establishment of a field testing/evaluation system for textbooks.

3.6.3 Activities

A scoping visit by the textbook expert, Mr Damien Tunnacliffe, took place between August 20 and September 10, 2012. Detailed meetings were held with the Textbook Board and Curriculum Wing, and with teachers in schools.
The report of the textbook expert was submitted to PMIU in October 2012, together with a needs analysis, capacity building proposals and an action plan for establishing a system for field testing of textbooks. The next steps as recommended in the report were to:

- Provide support as necessary to the Punjab Curriculum Authority in appointing a field testing coordinator
- Provide training to the field testing coordinator
- Give support to setting up focus groups and construction of questionnaires
- Support the establishment of systems for feedback
- Suggest improvements as necessary
- Monitor and mentor first run of field testing

So far there has been no progress in implementing these steps. There has been no feedback from the Punjab Textbook Board on the report. (See next section)

### 3.6.4 Issues encountered/lessons learned

This activity has been somewhat disjointed for a variety of reasons, especially with the change of the PTB leadership. So far there has been little activity beyond the initial scoping mission of the textbook expert. Difficulties in clarifying the exact nature of the task are detailed in the previous section. Additionally, little clear commitment to and enthusiasm for the proposed programme of support for establishing a system for field evaluation of textbooks is evident. There has been no feedback on the scoping report, either from the PTB or from PMIU so far. In the case of PMIU, ambivalence towards the activity could be influenced by the fact that the proposed programme does not form part of PESP-II. In the case of the PTB, it is possible there might be an issue of lack of ownership because of the split (impending in October 2012, and now a reality) between the PTB and the Curriculum Wing, which is now the Punjab Curriculum Authority.

It is recommended that ownership of, and commitment towards, this activity by either the PTB and/or the Curriculum Authority needs to be established before any more work is taken forward. PMIU’s priorities and wishes also need to be taken into account.

If this work is eventually implemented, it is worth bearing in mind that the textbook expert strongly recommended that the PTB and Curriculum Authority consider the urgent need for the establishment of an editorial cell with appropriately trained personnel.

### 3.6.5 Recommendations on next steps

#### Up to end of the contract

It is recommended by CE and agreed by PMIU that the inputs for the stream have been suspended as it has lost priority ranking compared with other streams.

#### Up to end of PESP II

Not applicable

### 3.6.6 Outputs delivered

- Report: Textbook evaluation through field testing, September 2012 (VR 5)
3.6.7 Key experts
- Damien Tunnacliffe
- Rosalind McGinley

3.7 Support for examinations and assessment

3.7.1 Rationale

An autonomous and credible school examination system that reliably measures student learning outcomes provides vital information by which new initiatives can be designed and support can be given to those who need it.

In view of this, the Government of Punjab has established the Punjab Examination Commission as an autonomous body and for the last few years PEC has been implementing school terminal exams for Grades 5 and 8, with all government and many private schools participating. The results of PEC examinations are widely used in making judgments regarding the health, or otherwise, of the education sector at school level and in targeting resources efficiently.

The Punjab Education Assessment System (PEAS) conducts sample-based student assessment for Grade 4 and Grade 8 in Languages, Mathematics, Science and Social Studies. Findings and recommendations of the results of these assessments have started influencing the educational policies at the national and provincial level.

The TA is tasked with enhancing the quality of the assessment system, especially in improving the development of test items, and in building capacity to analyse and handle data.

3.7.2 Workstream history

<table>
<thead>
<tr>
<th>Agreed in contract</th>
<th>Agreed in Inception Report</th>
<th>Current workstream</th>
<th>PESP II</th>
</tr>
</thead>
<tbody>
<tr>
<td>Support for examinations and assessment</td>
<td>Support for examinations and assessment</td>
<td>Support for examinations and assessment</td>
<td>Legal covenant</td>
</tr>
<tr>
<td>- Provide general support to PEC</td>
<td>- Capacity building in item development</td>
<td>- Institutional linkage with Australian Council for Educational Research (ACER)</td>
<td></td>
</tr>
<tr>
<td>- Design &amp; conduct Monitoring Learning Achievement (MLA) at district level (including establishment of an item bank)</td>
<td>- Capacity building in data handling, analysis and research</td>
<td>- Capacity building in item development</td>
<td></td>
</tr>
<tr>
<td>- Analyse areas of weakness in curriculum and student achievement</td>
<td>- (PEAS) Training in software handling</td>
<td>- Capacity building in data handling, analysis and research</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- (PEAS) Communication strategy and materials</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>- (PEAS) Database development</td>
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</tbody>
</table>

By the time the TA team came on the ground in June 2011, the needs of both PEC and PEAS had moved on from those articulated at the time of the development of the RFP (2009). Both institutions were strongly of the opinion that their needs would be better served by a linkage with a prestigious assessment organisation, rather than engaging the services of a national assessment expert, as had originally been proposed. Furthermore, TA was sought for the two provincial level institutions, PEC and PEAS, rather than
at district level, as originally envisaged. PEAS keenly felt the need for support in developing a communications strategy, and this is being addressed within the larger TA support to communication and dissemination of information (see section 3.12 below).

### 3.7.3 Activities

#### Capacity review of PEC and PEAS

The Australian Council for Educational Research (ACER) was the institution identified by both PEC and PEAS as the one with which they wished to establish a linkage. Accordingly, in May 2012, a team from ACER was commissioned by CE to undertake a situational analysis and capacity review of PEC and PEAS, seeking evidence of technical needs in each organisation. Their work encompassed a desk review in Australia, intensive meetings with senior staff of PEC and PEAS, and the acquisition of past tests and internal working documents.

As a result of the review, ACER concluded that PEC and PEAS were in need of capacity building in test construction, psychometrics, equating techniques and scale construction, to move towards item banking, reporting and statistical analysis.

ACER recommended a series of two week workshops over two and a half years. The workshops would be organised in two modules: Module A encompasses item writing and test construction, while Module B covers psychometrics and data analysis. A third module, Module C, would be set aside for ongoing mentoring and technical support. It was further proposed that a study tour for policy makers and senior officers should be organised by ACER in Australia, to take place near the start of the activity stream.

**Module A: Workshop for Item Writers**

Accordingly, from December 10 – 14, 2012 the first of the proposed workshops was conducted by a two-person team from ACER (Dr Juliette Mendelowits and Dr David Tout). This workshop was for item writers (PEC - 15 participants and PEAS - 13 participants). The group was split into two groups during some of the sessions, one of math and science experts, the other of language and humanities experts. The main topics covered in the workshop were: (a) Introduction to assessment & assessment frameworks, (b) Principles of test development, (c) Multiple choice questions and (d) Constructed response items.

Generally speaking, the feedback was positive, with participants appreciating the interactive and participative nature of the workshop. They also intimated that they had been introduced to new approaches to student assessment; however, on the other hand, there was some question as to whether such approaches could be introduced at this time, and that the workshop could have maintained a closer alignment with the framework of PEC and PEAS. This is further discussed in the ‘issues encountered’ section below.

**Field testing of stimulus items developed in the workshop**

During the Module A workshop, participants were also introduced to the principle of constructing items based on ‘stimulus’, and such items developed during the workshop were field tested in selected schools during February 2013, and will be analysed during the second items writers’ workshop, scheduled for June 2013. CE supported the funding this activity.
Policy makers’ study tour to Australia

This study tour was arranged to take place from 15 – 24 March 2013. It is discussed in detail in Section 3.17 below (Capacity Building).

3.7.4 Issues encountered/lessons learned

As with the institutional linkage between DSD and IOE, an MOU was drawn up for SED to authorise the linkage with ACER. The MOU was signed by the SED Secretary, and the implementation of the program launched smoothly as planned. ACER carried out a scoping visit which helped to produce a report including the design of the full training programme. This has been very helpful to move things forward quickly after sorting out the relevant management matters.

During the workshop sessions, the participants came to appreciate the concept of ‘stimulus’ as a basis for creating contextualised, but unseen testing, rather than relying on the current approach in use in Punjab, namely test items which require extensive and uncontextualised rote learning. At first the participants had shown scepticism towards this concept, but later their interest increased as they began to understand how it would encourage the assessment of different and more active kinds of learning. Whilst the design of PEC and PEAS assessments cannot change suddenly, there seems to be a developing appetite among PEC and PEAS senior staff gradually to introduce a modicum of stimulus based assessment into their tests and examinations. The issue for the ACER team is to strike a balance between supporting test construction as it is done at present (at least to eliminate some of the current weaknesses such as errors, ambiguous or half-correct distracters, bland or trivial stimulus, etc) and guiding PEC and PEAS towards the development of tests which are more in tune with international best practice.

The focus of the workshop was on item writing, and the issue of developing assessment frameworks was touched upon as a background only to good test development. During the workshop it transpired that participants did not clearly understand the role of assessment frameworks; PEC does not have any frameworks at all, and those developed by PEAS require thorough revision. The ACER team was of the opinion that the important task of developing frameworks needs to be undertaken by a much smaller group than the Module A group. This could be done in-house at PEC, led by Dr Gondal and supported at a distance by ACER. A two or three day meeting could be arranged adjacent to the forthcoming workshop to finalise the development of frameworks for Maths, Science and English within the first phase of the programme.

ACER identified the lack of a permanent team of test developers at PEC, and small number of subject experts at PEAS, as major barriers to developing high-quality assessment items. The ACER team identified several workshop participants as having the requisite aptitude to undertake this work, and strongly recommended that every effort should be made to recruit them on a full-time basis.

3.7.5 Recommendations for next steps

Up to end of the contract

- Policy makers tour to ACER in Australia (15 – 24 March 2013);
- Workshop two and three of module A – item writing;
- Restructuring and institutional development of merged PEC/PEAS with focus on the development of research wing
Up to end of PESP II

- Psychometrics and data analysis workshop;
- Development of assessment framework.

3.7.6 Outputs delivered

Visit of ACER scoping mission: 11 - 18 May, 2012

Visit of ACER team for Module A, Workshop 1: 10 – 14 December 2012

Report: Capacity review of PEC and PEAS, October 2012 (VR 4)

Report: Module A: Item writing and test construction – Workshop 1, January 2013 (TA 5)

3.7.7 Key experts

- Dr Gabrielle Matters
- Dr Siek Toon
- Dr Juliette Mendelovits
- Dr David Tout

3.8 Analyse underperforming schools

3.8.1 Rationale

The purpose of formative assessment in schools is to provide better quality information on learning achievement and weaknesses, to identify improvements required and to target resources where they are most needed. PEAS’s tests are designed to be formative, and PEC’s tests are both summative and formative. Both systems can be mined for information which will facilitate targeted improvements.

3.8.2 Workstream history

<table>
<thead>
<tr>
<th>Agreed in contract</th>
<th>Agreed in Inception Report</th>
<th>Current workstream</th>
<th>PESP II</th>
</tr>
</thead>
<tbody>
<tr>
<td>Analyse underperforming schools</td>
<td>Analyse underperforming schools</td>
<td>Analyse underperforming schools</td>
<td>Nil</td>
</tr>
<tr>
<td>* Use data from (g) above, to identify and review schools which are under-performing in MLA tests</td>
<td>* Nil</td>
<td>* Nil</td>
<td></td>
</tr>
</tbody>
</table>

During the inception period, PMIU advised that this activity was not required from the TA.
3.9 Support to PMIU: Monitoring

3.9.1 Rationale for the stream

PMIU is responsible for implementation and monitoring of activities under PESRP. For monitoring the school based activities, PMIU is supported by 36 District Monitoring Officers (DMOs) and about 900 Monitoring and Evaluation Assistants (MEAs) spread over all the 36 districts of Punjab. Capacity building of key staff in planning, project management, monitoring and evaluation was envisaged to be critical for further improving their performance under various programme activities under the PESRP.

The lack of standardised operational procedures in some areas such as data collection, processing and reporting severely affect the quality of the work. For instance, during the data collection exercise the individual data collector uses his or her personal judgement as to the different pieces of information to collect and fill in the data collection form. The quality and reliability of data can be improved with the availability and use of standardised documents and procedures which specify the data to collect.

Some examples illustrate the need for standardisation and guidance. The reported data on areas of school in marla, for instance, and the availability of the different facilities provided in the schools, are not uniform. The concept of ‘covered area’ is not clear to all data collectors. The uncovered area is also sometimes not properly reported, firstly due to varying standards of measurements, and secondly due to confusion in ownership. There is a need for uniformity in the concepts of what constitutes a dangerous building. Sometimes a building or rooms in good condition are labelled as dangerous and sometimes dangerous building or rooms are reported as satisfactory. The need for training of the data collectors on reporting the kaccha and pakka rooms has been felt necessary. The data collectors need to differentiate between the financial year and the academic year. Many data collectors are confused while reporting data on financial figures. The school council funds, Firogh e Taleem funds and the money donated by locals are confused in their reporting. Data on repeaters provided to the data collectors is sometimes not included in the total enrolment of children in a school. The NER and GER data is also sometimes confused in reporting.

Further, interpreting and reporting on the presence of library, laboratory, playground, availability of toilets with running water, availability of clean drinking water, boundary wall, and electricity are the areas where proper training of data collectors based on the manual of instructions is required.

3.9.2 Workstream history

<table>
<thead>
<tr>
<th>Agreed in contract</th>
<th>Agreed in Inception Report</th>
<th>Current workstream</th>
<th>PESP II</th>
</tr>
</thead>
<tbody>
<tr>
<td>Support to SED/PMIU in data analysis skills for medium term planning</td>
<td>Support to SED/PMIU in data analysis skills for medium term planning</td>
<td>Support to SED/PMIU in data analysis skills for medium term planning</td>
<td>Legal covenant</td>
</tr>
<tr>
<td>– Review and strengthen existing monitoring mechanisms relevant to general information on access</td>
<td>– Review and strengthen existing monitoring mechanisms relevant to general information on access</td>
<td>– Develop a monitoring procedures manual for MEAs</td>
<td></td>
</tr>
<tr>
<td>– Build capacity of PMIU staff in analysing &amp; projecting enrolment growth data</td>
<td>– Build capacity of PMIU staff in analysing &amp; projecting enrolment growth data</td>
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</tbody>
</table>
The capacity development of the PMIU office and field staff in project management was included in the first instance to support PMIU under the technical assistance programme. A work plan was prepared to conduct four workshops in project management, monitoring and evaluation at different intervals till June 2013. On the request of PMIU, two workshops in monitoring and evaluation (M&E) were organised for the District Monitoring Officers and other district monitoring staff in March 2012. PMIU also asked CE TA to organise a workshop for DMOs to prepare them for the expected role under PESP-II in November 2012. Effective utilisation of information collected periodically from the schools was an important training area included in these workshops.

For strengthening the M&E system, an integration of databases of PMIU, SED, PEC, PEAS, DSD, PEF, PTB and BISEs was proposed to be included under the technical assistance. The work plan given in the revised inception report provided for the integration of databases. However, due to the changes in priorities for the development of MTSF, the expert was asked to defer this assignment to a later date.

The Department of School Education required technical assistance in developing an instructional manual for the data collection, analysis and report writing. GIZ subsequently committed to provide this support. PMIU therefore communicated to CE TA that once the manual was developed, it might be validated in the field by CE. This instructional manual has not so far been developed.

PMIU suggested that since GIZ was working on the development of procedures for data collection, analysis and reporting, PESP technical assistance should field test the procedure and prepare a revised report based on the result of the field testing. In the subsequent meetings with the PMIU, it was further suggested that instead of writing reports on the improved monitoring mechanism, a procedural manual for the monitoring mechanism should be developed by PESP with the support of technical assistance. This manual should contain all the basic information regarding different activities now being monitored and document all procedures concerning free textbook distribution, girls’ stipends, school councils, and also other areas including missing facilities, cleanliness of schools, grounds, lawns, classrooms and toilets. The procedure of filling in the monthly monitoring forms and the annual census forms should also be explained in the manual to standardise the process of data collection. The manual would be updated periodically and all areas covered in monitoring would be included.

Before the monitoring mechanism work was started, PMIU indicated that CE TA should assist in developing a procedure manual for the monitoring mechanism instead of producing a review report. CE TA was informed that on the monitoring of field activities, insufficient documentation is available, so the manual will be useful in documenting all steps and procedures. CE TA undertook this task and produced the first draft.

### 3.9.3 Activities

The TOR for the preparation of the procedural manual were developed and approved by PMIU. The department was interested in having a document to be used as resource material for training the field and office staff concerned with monitoring and evaluation at different levels. To understand the whole monitoring procedure, the concerned offices were visited, and staff at the headquarters and in the field in some of the districts were interviewed. The monitoring mechanism in operation was observed in the field. Efforts were made to collect all the documents/forms used in the monitoring process of different activities. All these forms were included in the manual, so that the reader has an easy access to the format used in the field. On completion of the first chapter of the report on monitoring mechanism of free textbooks distribution, the chapter was sent to PMIU for review and comments, so that the following chapters could
be designed in the light of those comments. The next two chapters were also sent for review. Through this staged approach, a draft procedural manual for monitoring mechanisms was thus prepared by CE TA and provided to PMIU.

The format of the manual as approved by PMIU included the chapters on the following:

1. Monitoring mechanism of free textbooks distribution;
2. Monitoring mechanism of girls stipend scheme;
3. Monitoring of school council activities;
4. Monitoring of other activities (missing facilities, cleanliness of schools, students, classrooms, lawns, playgrounds, toilets etc.);
5. Role and responsibilities of EMIS section including guidelines for filling in the monthly monitoring forms and the annual census forms.

### 3.9.4 Issues encountered/lessons learned

The time to develop the manual was very short and the lack of documentation on monitoring procedures of the different components hampered its development. PMIU wanted the draft to be prepared rapidly after approval of the TOR for this assignment. Because the manual covered several different monitoring areas, sufficient time was required to be spent in the field analysing the issues faced by the different stakeholders. However, because of the urgency of work, visits were limited to two visits to the field and a few to the different offices in Lahore. The different types of monitoring forms used in the process were not available in PMIU and had to be obtained from different field offices.

The first three chapters on free textbooks, girls’ stipend and school council, when drafted were shared with PMIU with the intention that the feedback received would be incorporated into the subsequent draft. However, feedback review comments were limited. This lack of feedback hampered further improvement during the process of preparation of the draft. The draft manual was sent to PMIU in mid-August 2012, but the feedback on the draft did not come until the arrival of the new PD of PMIU in January 2013. This delay in obtaining feedback consequently affected other activities linked to this assignment.

The main lessons arising in this workstream concerned commissioning and management of the TA. The TOR were flawed, with over-ambitious goals, and the consultancy process was not designed properly before launching the stream; once underway, more feedback, support and guidance from PMIU would have been desirable.

### 3.9.5 Recommendations on next steps

#### Up to end of the contract
- Data validation of CMMF (monthly monitoring of schools);
- Development of the monitoring and evaluation manual for the DMOs and MEAs.

#### Up to end of PESP II
- Capacity building of DMOs/MEAs in implementing the data collection mechanism.
3.9.6 Outputs delivered

A draft manual of procedures for the schools monitoring mechanism in Punjab, with special reference the data capturing, analysis and reporting

3.9.7 Key expert

- Jamshed Khan

3.10 Support to PMIU: MTSF

3.10.1 Rationale

The Government of Punjab has recognised that in spite of heavy investment in education, access to primary education is still a great challenge. Children from the poor rural households, even if enrolled in schools, show poor attendance and consequently often drop out from the system. Many factors are responsible for the poor performance at this level. Missing facilities at the primary school level in particular contribute in promoting absenteeism and subsequent drop-out. To meet the challenges of providing the missing facilities to the schools, the Government under the Punjab Education Sector Project desired to have a medium term plan for provision of missing facilities in primary schools. Technical assistance was required to develop a plan for the up-gradation of schools based on the data available with the Department of School Education. The plan should provide for the projection of enrolment so that the missing facilities are provided according to the projected student numbers. Teacher recruitment according to the current and projected enrolment of students was another requirement of the plan. An action plan for implementation as an integral part of the medium term plan was also desired to be developed under PESP technical assistance.

3.10.2 Workstream history

<table>
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<tr>
<th>Agreed in contract</th>
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MTSF as a living document would require annual updating. The staff responsible for updating would need expertise in data analysis and enrolment projections. The expert involved in developing MTSF was supposed to provide on the job training to the PMIU staff responsible for updating the document on an annual basis. The Medium Term Sector Framework to be developed by the expert would focus mainly on teachers’ recruitment, provision of missing facilities and up-gradation of schools. The financial plan and implementation plan would constitute as important parts of the MTSF.

The following strategy for the development of MTSF was suggested:
Review the existing format of the Medium Term Sector Framework and develop an improved format in consultation with the stakeholders;

Include the findings of the reports on the enrolment growth rates in public and private schools in the MTSF and base all the calculations on the projected enrolment;

Draft MTSF development in consultation with the expert working on the draft school education sector plan;

Final draft preparation of the medium term sector framework in line with the sector plan.

The financial plan and the action plan for implementation were integral parts of the MTSF. A strategy was also proposed for the development of the financial plan and action plan.

Based on the above requirements of the department as mentioned in the RFP, the technical proposal suggested a strategy for developing the MTSF. In the subsequent meetings with the department, the work plan for developing the strategy was discussed with PMIU. During the inception report presentation, the CE TA team and PMIU agreed to deliverable dates for the various assignments. The MTSF draft report was to be prepared in December 2012. In March/April 2012 PMIU requested CE TA to mobilise the international expert for the preparation of MTSF.

3.10.3 Activities

The services of a short term expert; Mr Jim Shoobridge, were acquired to develop MTSF, in the light of the proposed work plan stated in the revised inception report. Since the expert had a wide experience of developing similar plans for many African countries, he agreed to accomplish the above tasks. He spent two weeks offsite to collect and analyse data and more than two weeks on site to hold three consultative workshops to discuss and finalise the methodology for developing the Medium Term Sector Framework and select the right model for the financial plans to be updated subsequently by the PMIU staff. PMIU organised a meeting of the expert with the expert of GIZ who was responsible for developing the School Education Sector Plan. The GIZ expert was asked to provide a draft copy of the sector plan to be used as a basis for developing MTSF. During the consultative workshops, the short term expert consulted officers from PEF, DSD, PEAS, SED, PTB, P&D and GIZ and shared with the participants the different financial models to be used in MTSF. The UNESCO model was the option preferred by many participants for use in MTSF. Soft copies of the different models were shared with the participants to enable them to practice using different variables.

The expert obtained relevant data regarding teachers’ recruitment, missing facilities and up-gradation criteria of schools from the PMIU. The public sector schools' enrolment data for the past several years was also provided for including in the projection model. Private schools’ data collected in 2011 by the government of Punjab was also provided. Based on the available data, the expert worked offsite to prepare the write up for the MTSF. Initially this document was planned to be delivered in December 2012 but in view of the urgent requirement of the PMIU, the task was accelerated, to be accomplished by early May 2012. Due to the time constraint, many activities which would have required an extensive consultation with the stakeholders could not take place.

In several meetings with CE technical assistance, PMIU expressed that the document did not satisfy the need of the School Education Department. Initially the PMIU suggested inviting the same expert to revise the document according to their needs and requirements (with the active involvement of PMIU and SED staff). However, in subsequent meetings it was suggested that the work should be undertaken afresh by another international expert together with a counterpart national expert.
3.10.4 Issues encountered/lessons learned

The proposed strategy for development of the MTSF, financial and action plans which had been described in the inception report was followed in developing the document. Development of the MTSF is a substantial undertaking, requiring the involvement of a strong task team with members from PMIU and other relevant departments under SED to complete the task. However, nobody from PMIU had been available to lead liaison the workstream until the appointment of the DDC of PMIU in late 2012. Additionally, confusion regarding the audience for whom the MTSF was primarily intended (for PMIU or for SED) hampered progress. At same time, the sector plan for SED, to be developed by GIZ, experienced delays, which impacted on the development of the MTSF. Finally, efforts to engage the expert in Sept 2012 to take forward the workstream failed due to the security situation. The future way forward of the workstream is pending decision on the appropriate next steps, to be agreed between CE and PMIU.

As noted above, during the process of development of MTSF, there was no officer from PMIU available who could effectively guide the expert on the format, objectives and strategy for development of MTSF. The appropriate officer of PMIU who knew the background information on this assignment and who was well versed with the MTSF related activities was scheduled to participate in the IIEP Paris training course and thus was not available to undertake the coordination role required, and on his return from the training abroad he was to take up another assignment outside PMIU. Although some other officers of PMIU participated in deliberations organised by the expert, they were not in a position to provide guidance to the expert in developing the document.

From the experience of the MTSF task, it may be concluded that for all such assignments it is vital that PMIU provides a liaison officer to coordinate the related activities, and that the officer allocated this role should be responsible for keeping the assignment on track and ensuring the development of the desired type of end product.

3.10.5 Recommendations on next steps

Up to end of the contract
- Development of MTSF (pending the GOP’s request and approval of the GiZ’s Education Sector Plan)

Up to end of PESP-II
- Not applicable

3.10.6 Outputs delivered

Draft MTSF developed and shared with PMIU.

3.10.7 Key experts
- Jim Shoobridge
- Jamshed Khan
3.11  Support to PMIU: EMIS

3.11.1  Rationale

EMIS was established in Punjab for the purpose of providing a planning and monitoring tool for the School Education Department at the provincial and district levels. In 2005 EMIS was merged with PMIU, since when the management of Punjab EMIS has been one of the most important functions of PMIU, which it has been performing well. PMIU manages the EMIS through an adequately resourced EMIS section established within PMIU, and a District Monitoring Officer (DMO) in every district. Under the supervision of DMOs, the collection of data on a given form is undertaken by Monitoring and Evaluation Assistants (MEAs), from all the schools in their respective allocated areas on a monthly basis (monthly monitoring), and on an annual basis (annual school census). This data is then sent to PMIU for collation, cleaning, storing, validating, analysing, and reporting. Through the EMIS, information about the on-the-ground realities in the education sector flows from schools to PMIU, and then passes onto the highest levels of decision making, in a systematic manner.

3.11.2  Workstream history

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<td>Support to SED/PMIU in data analysis skills for medium term planning</td>
<td>Legal covenant</td>
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<tr>
<td>* Capacity building for EMIS</td>
<td>* Capacity building for EMIS</td>
<td>* Needs analysis for EMIS capacity building</td>
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Lately, some issues regarding data collection, cleaning, processing, storage, reporting etc. emerged, and it was decided that Punjab EMIS needed strengthening and further development. In the Inception Report, it was agreed that CE would deploy one EMIS expert to support PMIU in EMIS development and capacity building. The expert was required to conduct a situation analysis to understand the current procedures of data collection from the schools and the monitoring mechanism of the data collection, processing and reporting procedures. Also he was expected to hold in-depth discussions with staff of the EMIS section, and to study all the data collecting instruments and the corresponding reports, and to carry out analysis of the available reports and the queries received from the different users of the reports. Moreover, the expert was required specifically to assess the needs and requirements of the EMIS section and identify the capacity gaps in order to augment their efforts in data collection, processing and reporting. The expected outcome of this exercise was envisaged as follows: “An improved monitoring mechanism for data collection, analysis, and reporting will be in place and the staff of EMIS Section of PMIU will be trained to use it in improving these operations”. The TOR for the short-term EMIS expert were accordingly drafted to include these areas besides in-depth analysis of enrolment data of public and private schools, establishing teachers’ database, training of staff and drafting reports.

3.11.3  Activities

An international expert, Mr Jim Shoobridge, was hired and he made his first scoping visit to Pakistan in December 2011 to perform the following tasks:
- Identify the present state of education data throughout the Department of Education in Punjab, in particular the status of private school data;
- Review the data requirements for revision of the MTSF. In particular the use of private and public school data for enrolment projections and the appropriate process for determining projections of teachers, facilities and other relevant data including the possible generation of a financial model for estimating inputs and predicting outputs to assist in generation of the model;
- Review the capacity development requirements for staff from the PMIU and related bodies and build capacity of the staff in projections, detailed analysis of data, use of SPSS/STATA and updating MTSF;
- Generate a work plan for the lifespan of the implementation of Package D to assist development of PMIU in relation to EMIS.

Extensive discussions took place with PMIU officials and other stakeholders and partners, and field visits were made to the districts to analyse the current systems in place both at the provincial (PMIU) level and at the district level, and to develop a strategy and work plan for improvement of the system.

As a result of a two week scoping mission, a report was prepared that presented a situational analysis and resulting plan to develop PMIU capacity to manage and operate the EMIS.

### 3.11.4 Issues encountered/lessons learned

The report of the scoping mission outlined an action plan to develop PMIU capacity to manage and operate EMIS. However, PMIU considered the report was too general and lacked specifics, and that the report only gave an overview of the situation and lacked clarity and practicability. However, as with the case of the MTSF, CE had not received written comments or requirements on the revision of the report.

The expert was diverted from his initial task of EMIS review and development to attend to the MTSF. Whilst EMIS strengthening had been understood to be a GOP priority, this no longer appeared to be the case. Clarification on this matter is needed, to enable the TA to address PMIU’s development expectations in this area, with specific agreement on how to take forward this workstream.

### 3.11.5 Recommendations on next steps

**Up to end of the contract**
- Scoping mission to validate the GOP’s new vision on EMIS;
- Support the PMIU in the development/restructuring of a data analysis and coordination cell;
- Formulation of an implementation (action) plan for EMIS roll out.

**Up to end of PESP-II**
- Consolidation of existing databases into one integrated and interactive data house;
- Capacity building of EMIS cadre (in research methods and design);
- Pilot testing of the integrated data house.

### 3.11.6 Outputs delivered

Report of EMIS scoping mission, January 2012 (VR 1)
3.11.7 Key expert
- Jim Shoobridge

3.12 Support to PMIU: Information and communications

3.12.1 Rationale

PESP-II places increasing emphasis on the importance of timely and targeted information and communication of its successes, acknowledging that this was lacking during Phase-I. Although there is an abundance of data available, this data comes from a number of different sources, and its dissemination is limited to the stakeholders of that particular source. In this context, therefore, ‘The government plans to develop a comprehensive communications strategy under PESP-II to effectively disseminate information about the reform programme and receive feedback from both internal and external stakeholders.’

Accordingly, the Project Appraisal Document for PESP-II calls for the establishment of a Communications Unit at the provincial level, and the development of a proactive communications strategy for the reforms. The first step in this direction is to be a stakeholder analysis of information and communication needs at all levels of the education system, including the needs of the end-users – students and their families.

3.12.2 Workstream history

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<td>Legal covenant</td>
</tr>
<tr>
<td>• Develop a communications strategy</td>
<td>• Develop a communication strategy</td>
<td>• Information &amp; communications needs assessment</td>
<td>Legal covenant</td>
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<tr>
<td>• Develop a knowledge management system</td>
<td>• Develop a knowledge management system</td>
<td>• Information &amp; communications strategy (including knowledge management)</td>
<td>Legal covenant</td>
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<td>• Support for establishment of Communications Cell within PMIU</td>
<td>DLI 8</td>
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<td>• Design of school performance report cards</td>
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<td>• Design of district performance report cards</td>
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Work to be done as part of this workstream has been more or less consistent throughout the evolution of the project so far, although in the latest iteration the details of the tasks involved are more defined into their constituent parts.

3.12.3 Activities

CE engaged the services of a communications expert, Daniel Harris, in April 2012, since when he has made four visits to Lahore, with the following achievements:

Scoping the work

During the scoping visit the expert met stakeholders in the main implementing agencies and partners in the education sector at provincial, district and school levels, to gain essential evidence and data on which to
construct a robust, appropriate and deliverable information strategy to support PESP-II. A roadmap and action plan for the development of the strategy was recommended.

**Knowledge, attitudes and practices (KAP) survey, and needs assessment**

The needs assessment was developed using a communication-based methodology involving detailed in-depth interviews with a wide range of stakeholders at provincial, district, school and community levels. In addition, the KAP survey was conducted among the beneficiaries of education sector reforms: students, parents, teachers and community members. The KAP survey seeks to understand the perceptions, barriers and stigma relating to changed behaviours so that information and communication can be targeted to address those views. The report of the KAP survey was used as an input for the preparation of the communication needs assessment report.

The needs assessment report looks in detail at the management and delivery of information, in particular at ways in which this can be improved. It also analyses stakeholder perceptions so that communication messages can be focused and appropriate. The report on Communication Needs Assessment has been approved by PMIU and printed for dissemination to stakeholder organisations/institutions.

**Communication strategy development**

The needs assessment provides much of the evidence base for the development of the Information and Communication Strategy which, following discussion with the World Bank, is now due for completion and sign off by April 2013 (rather than by December 2012, as originally planned). This is because the focus of PMIU is on the delivery of the School and District Performance Report Cards and because it is necessary to have capacity in place in PMIU before the strategy is rolled out. The Communication Strategy will be developed by the expert in consultation with the staff of the communication cell so that they are involved from the beginning of this activity.

**Support to the establishment of a communications cell within PMIU**

The capacity to deliver the Information and Communication Strategy will come from a new Communication Cell, to be based in PMIU. The communications expert has reviewed and finalised the TOR for the Cell and the individual who will manage this team. PMIU is currently moving to recruit for this post.

**School report cards**

A major task for PMIU under DLI 8 of PESP-II is the development and dissemination of school report cards. CE's communications expert has worked in close partnership with PMIU in supporting this activity.

A School Report Card has been designed and produced in close collaboration with PMIU. The cards show school specific information related to teaching posts and teacher attendance, enrolment and student attendance, school facilities, PEC results, visits by district officials, and, in the case of primary and elementary schools, school council membership and activity. The cards were field tested in 80 schools of two districts, (Rawalpindi and Khanewal). In each school three focus group discussions (FGDs) were held with teachers, parents and community members. One FGD in each district was held with education managers. Each FGD continued for one to two hours, and 6-8 participants attended the discussion. In all 242 FGDs were held, attended by 1,708 participants.
The moderators for the FGDs and the district FGD Supervisors were trained on the instruments and guidelines developed for the field testing. In each FGD the different sections of the School Report Cards were discussed one by one and feedback and suggestions received from the participants were recorded. Overwhelmingly, the reaction of those attending FGDs was positive, and some good suggestions were made for improving the clarity of the cards. A report on the feedback was prepared and shared with the expert and PMIU, and the cards were revised accordingly. A Research Analyst from WB, Islamabad, also gave significant input into the finalisation of the design.

The School Performance Report Cards were also shared at a conference of EDOs and DMOs, attended by the Secretary for School Education, in a presentation given jointly by the expert and DD, M&E, PMIU. Towards the end of the assignment, a two-day meeting was held with the Communication Lead at the World Bank and the Deputy Director, M&E, at PMIU. This meeting agreed and developed the format of the cards, discussed the Information and Communication Needs Assessment, as well as the role of the Information and Communication Wings and the forthcoming Information and Communication Strategy.

The expert also assisted PMIU in preparing a presentation on the value and impact of PESP activities, to be given to the UK Parliament’s International Development Select Committee, who were conducting an education sector fact-finding mission to Punjab at the time.

Finally, feedback was obtained from the Secretary of SED, and in the light of that, the cards were further amended and finally approved for production and distribution to 13,000 high schools and elementary schools.

District performance report cards

Another major task for PMIU under DLI 8 of PESP-II is the development and dissemination of the district performance report cards. The design of the cards is now approved and finalised for dissemination to the districts. The cards show district specific information relating to overall student enrolment, girls’ enrolment, student and teacher daily attendance, functioning facilities in schools, sanctioned and vacant posts, and district administration school visits. The PMIU had set a December deadline for the finalisation of these cards, following a two-day meeting with the WB, during which additional information was added to the cards, such as trend graphs showing progress over time, and financial allocations.

3.12.4 Issues encountered/Lessons learned

The path so far has been relatively smooth as far as the implementation of these activities has been concerned, in spite of changing priorities occasionally dictating changing deadlines. A major lesson learnt has been the value of stakeholder consultation. The views of potential users have made a major contribution to the refinement of the school and district report cards, and significant insights were afforded by the KAP survey.

For effective communication there needs to be a well-coordinated unified message coming from within the education sector. The various attached bodies (such as PEC and DSD) and the SED at provincial, district and local levels will need to be prepared to work together in a material and constructive manner, and the formation of a Communication Strategy Group is strongly recommended.

There is no question but that the development of school report cards for some 60,000 schools every six months is a massive and expensive undertaking. Additionally, the issue of accuracy of reporting is critical if
the cards are to maintain their credibility and authority. Careful consideration needs to be given by SED/PMIU as to the sustainability of an activity of such scale and frequency. It also remains to be seen whether the cards will be willingly displayed in schools in which the performance reported does not come up to expectation.

The Communications Cell is to be established in the coming PMIU restructuring process, and the contribution of the Cell will be a strong requirement for the development, ownership and eventual success of the communications strategy. As matters stand, the strategy will be developed before the Communications Cell is functional if the recruitment of the Communications Cell staff cannot be completed as soon as possible.

3.12.5 Recommendations for next steps

**Up to end of the contract**
- Draft communication strategy in early 2013;
- To discuss and agree a process for production and dissemination of school report cards (13,500 in first phase);
- To develop briefing materials explaining the school report cards (e.g. leaflet, poster in Urdu);
- To distribute the district report cards in March 2013;
- PMIU to rapidly progress the recruitment of the Communication Manager for the PMIU;
- Induction and support to the newly recruited Communication Manager for the PMIU Communication Unit; assist in preparation of action plan;
- Convene and host the first meeting of the Communication Strategy Group.

**Up to end of PESP-II**
- Support and enhance the existing Student Enrolment Campaign with materials, media and coordination;
- Put into production (edit, design, print) the descriptive document for the education sector reform programme;
- If required, provide further support to dissemination of School Performance Report Cards and sensitisation/communication thereof.

3.12.6 Outputs delivered
- Report: Communication strategy and knowledge management system – scoping mission, April 2012 (VR 2);
- Report: Information and Communications needs assessment of the education sector in Punjab, December 2012 (TA 4);
- Report: Field testing of school report cards in Districts Rawalpindi and Khanewal, November 2012 (TA 7);
- Report: ‘Communications for PESP-II – Technical activities for performance report cards and development of an information and communication strategy’ January 2013;
- School report card design;
- District report card design.

3.12.7 Key expert
- Daniel Harris
3.13 Restructuring of PMIU

3.13.1 Rationale

As part of the organisational development process of School Education Department (SED), restructuring of SED was part of TA activity agreed in the Inception Report. On completion of the review, the TA team was to work with SED to assist them in developing the following:

- Rules, policies and procedures;
- Roles and responsibilities related to grade positions;
- Job descriptions;
- Systems for performance monitoring and management;
- Career structure and path;
- Staff development process.

Following discussions with PMIU on the revised Inception Report, the scope of this task changed from the originally proposed study and re-structuring of the SED and its attached bodies to review of the organisational, human resource (HR) and financial structures of education service delivery through the SED and its attached bodies, with recommendations for re-structuring. However, after more deliberations with PMIU, it was decided not to undertake the structural review of the SED and its attached bodies. Instead, PMIU requested support for a stream of activities aimed at strengthening and restructuring of PMIU.

3.13.2 Workstream history

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<td>Institutional capacity building within SED &amp; DSD</td>
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<tr>
<td>- Carry out a structural and functional review of SED and DSD and develop a set of recommendations for change where necessary</td>
<td>- Review of structure of SED and attached bodies, with recommendations for re-structuring</td>
<td>- Restructuring plan for PMIU</td>
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| - Design and develop an HR system, including:  
  - fully functional HR department  
  - system for performance management  
  - career structure  
  - staff development process | - Review of HR of the SED and attached bodies, with recommendations for restructuring |

The Second Punjab Education Sector Project (PESP-II) started in June 2012 with a new list of DLIs and legal covenants added in the Project Appraisal Document. PMIU was again entrusted with the job of implementing and coordinating the project activities. By the time PESP-I finished and PESP-II was to be initiated, the donor organisations and other stakeholders had realised that PMIU, as a reform implementation unit and as a custodian of EMIS of Punjab, needed strengthening to implement PESP-II successfully. The need for strengthening of PMIU through reorganisation and restructuring was identified and made a legal covenant in the Project Appraisal Document for PESP-II.
In line with the stakeholders’ requirements for the strengthening, and the creation of two new units in PMIU, Cambridge Education started working on proposals for the restructuring of PMIU from August, 2012. A restructuring report was produced and submitted to PMIU. This report did not achieve the desired objectives. With revised TOR, a fuller mandate and increased scope of work, CE restarted the process in October 2012. This time, it was agreed between PMIU and CE that the restructuring of PMIU would be taken as a consultative and participative process, where input and feedback from all the key stakeholders would be sought to reach an agreement about the approach to be adopted in preparing a restructuring plan. The methodology, analysis and findings originated from the preliminary research on PMIU’s existing structural arrangements. Staffing establishments were also to be shared with PMIU staff before embarking on making any recommendations, proposal or action. CE’s expert was required to be based in the PMIU office to study PMIU’s working, hold meetings and brainstorming sessions with PMIU staff and other stakeholders, and to make field visits to meet with the field and district staff.

3.13.3 Activities

The restructuring exercise was taken as a process that included the following steps:

- Understanding, reviewing and researching on existing PMIU’s staffing, and structural arrangements;
- Understanding the role and responsibilities of PMIU as an implementing agency for PESRP/PESP-II;
- Understanding the alignment of existing staffing and structural arrangements of PMIU with its roles and responsibilities;
- Identifying the issues and problems within the existing staffing and structural arrangements in PMIU to cope with PESRP/PESP-II requirements;
- Identifying factors necessary for a well-defined structure for PMIU;
- Assessing the staffing requirements for PMIU.

In order to follow the above process, the following methodology was adopted:

- In-depth study of project documents such as the Project Appraisal Documents for PESP-I and PESP-II, quarterly reports by Cambridge Education, Aides Memoire of the World Bank, the Chief Minister Reform Roadmap (CMRR) and any other related documents;
- Meetings and brainstorming sessions with top management of PMIU (PD, APD, and DDs) and with contracted professionals in different positions at PMIU (System Analyst, Database Administrator, Monitoring & Evaluation Officers and others);
- Meetings with District Monitoring Officers, DMO office staff, Monitoring & Evaluation Assistants, Executive District Officers (Education), and heads of schools;
- Meetings with the donor organisations including World Bank, DFID, and CIDA officials, and other stakeholders such as McKinsey personnel who are providing consultancy services to Chief Minister’s Reform Roadmap;
- Literature review on types of organisational structure, structures in government organisations, structures in projects (government run and donor funded), and ideal/model structures for organisations equivalent to the PMIU.

With much deliberation, and a thorough analysis of PMIU’s working operations, roles and responsibilities, and of structural and staffing arrangements and needs, the following four key deliverables were produced in line with the task of a proposed restructuring and resourcing of PMIU and the creation of two new units or cells in PMIU:

- A new organisation chart of PMIU;
- Specification of functions of PMIU;
- Staffing plan for PMIU;
Job descriptions of functional heads at PMIU.

3.13.4 Issues encountered/Lessons learned

Restructuring of any organisation is a major task. This can be particularly so in the case of a government organisation because public sector organisations by their nature tend to be well established bureaucracies. Moreover, since restructuring involves bringing about change, which can be unsettling and felt to be threatening individuals’ security, there is a high risk of the change being resisted. In the case of the restructuring of PMIU, it was strongly felt that unless the people who are going to be affected by this change are engaged in the process, the restructuring exercise was unlikely to achieve the desired results. This consideration was insufficiently addressed in the first restructuring report. Learning lessons from that experience, CE made sure that the restructuring of PMIU was not to be taken as merely a report writing exercise. Rather, it was treated as a learning process where certain steps needed to be taken and a robust methodology was needed in order to produce the required deliverables in consultation with PMIU staff. Since all those concerned were fully involved in the restructuring exercise, all the deliverables produced had already had an input from those affected by the changes. Consequently, the deliverables were readily accepted and agreed by PMIU.

However, two related issues were encountered in the restructuring exercise: inadequate institutional memory on the part of PMIU staff, and lack of a knowledge management system. Since most of the senior position holders in PMIU were new (due to frequent postings/transfers), a lack of understanding of the scope of PMIU’s mandate, role and responsibilities was strongly felt. Moreover, problems were encountered in finding and locating the required literature (documents, reports, etc.) due to the nature of the existing information and knowledge management mechanisms. However, since the expert was based full-time in PMIU for the initial two months of this exercise, those issues were effectively tackled by adopting a participatory and proactive approach.

3.13.5 Recommendations on next steps

Up to end of the contract
- Implementation of restructuring plan;
- Implementation of staffing plan;
- Establishment of HR cell in PMIU;
- Implementation of capacity development plan (on project management, budgeting, monitoring)

Up to end of PESP-II
- Implementation of capacity development plan (other technical areas);
- On-going organisational development activities (performance management, training and development, job analysis, etc.).

3.13.6 Outputs delivered
- Organisational chart of PMIU;
- Staffing plan of PMIU;
- Functions/activities/job descriptions of functional heads of PMIU.

3.13.7 Key expert
- Ali Tariq
### 3.14 School councils and accountability mechanisms

#### 3.14.1 Rationale

A pilot programme for building the capacity of school councils to manage certain aspects of their respective schools’ administration was scaled up to encompass the whole province during 2010. Concurrently, PMIU undertook a study (*The state of school councils in Punjab, 2010*) to investigate the degree to which school councils understood their remit and were able to take on the responsibilities with which they were charged. The study also looked at the efficiency and effectiveness of delivery and utilisation of school council funds. The PESP-II RFP may have anticipated that study, and also the need for a full-scale capacity building programme for school councils.

#### 3.14.2 Workstream history

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<thead>
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<th>Current workstreams</th>
<th>PESP II</th>
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<td>School Councils and accountability mechanisms</td>
<td>School Councils and accountability mechanisms</td>
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</tr>
<tr>
<td>• Review the activities of SCs and RSPN support</td>
<td>• Review achievements, gaps and challenges of SCs with recommendations for future directions</td>
<td>• School council review</td>
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<tr>
<td>• Re-visit the SC concept</td>
<td>• Re-formulate School Council principles and plan for implementation</td>
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<tr>
<td>• Re-formulate School Council principles and plan for implementation</td>
<td>• Pilot training of trainers for School Councils</td>
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Although the measures agreed in the contract had already been undertaken, or were in progress, by the time the TA team was mobilised in June 2011, nevertheless it was considered it would be worthwhile to undertake a further review of school council achievements, gaps and challenges as a follow-up to the 2010 study. This review is scheduled for later in 2013. Further capacity building under this workstream, however, has been put on hold, awaiting clarification of the degree of capacity building which will be required for school councils attendant on the proposed introduction of school specific non-salary budgets later in 2013.

### 3.15 Non-salary budget

#### 3.15.1 Rationale

Inadequate allocations for key inputs such as for basic school maintenance and operations and teaching and learning materials potentially adversely affect school quality and performance. There are both inefficiencies and inequities in school financing, with some schools remaining chronically and acutely under resourced while other schools receive more than they require.

The Government of Punjab is interested in implementing changes to budgetary allocation practices that will lead to more efficient use of financing for the education sector. At the same time, the Government of Punjab is committed to providing adequate recurrent allocations to schools as part of its efforts to improve school quality and performance.
3.15.2 Workstream history

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<td>• Design non-salary school budget formula</td>
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<td></td>
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<td>• Develop implementation manual</td>
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<td>• Training of vendor for implementation</td>
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</table>

School Specific budgets are PESP-II interventions and hence were not part of the original request for services, agreed contract and inception report. In June 2012 CE was approached by the PMIU for support in delivering on two Year 1 (2012/13) DLIs:

DLI 4: School budgets:

School-specific budgets for FY2013/14 prepared in accordance with agreed funding formula, and submitted for inclusion in FY2013/14 district budgets in at least 9 districts;

DLI 5: Decentralised resource management

Administrative and financial management powers devolved to Education Officers for middle schools and primary-school clusters in at least 9 districts.

Between June and August 2012, CE held meetings with the PMIU and the World Bank to clarify the nature of the DLIs and, in turn, CE’s exact intervention within them. It was agreed with the PMIU in July 2012 that CE would lead on DLI 4 and would provide ad hoc support to DLI 5; however CE acknowledged the inextricable linkages between the two DLIs.

3.15.3 Activities

The experts held a series of internal meetings in the UK (throughout August, September and October 2012) to discuss this workstream. Conference calls were held with the World Bank in August and September to answer specific technical queries. The Lead Expert/education economist visited Lahore in September to discuss further the workstream with the PMIU and the World Bank, to begin the data collection exercise and to recruit the national public financial management expert.

A revised workplan was approved by the PMIU and the World Bank in September 2012, which reflected the public financial management analysis required at provincial and district levels. The technical expert and the international formula funding expert mobilised for three weeks in November 2012. The team designed and conducted a needs assessment survey. The NSB draft formula and implementation options were presented to the PMIU and World Bank and to SED’s Secretary of Education in two separate meetings in November. The feedback from the PMIU and World Bank was incorporated into the formula. The Non-Salary Budget (NSB) report was submitted to PMIU/WB in December, and the draft Implementation options report was submitted to the PMIU in January 2013.
The Lead Expert and international funding expert mobilised in January/February 2013 again for three weeks to support the PMIU in preparing for the Finance Department negotiations and to discuss further the implementation options and timelines. A new national expert was recruited to develop the implementation manuals, train the vendor and develop a data and monitoring collection system. The final formula was presented to the PMIU in February and later approved by the Secretary SED. CE is presently working on the preparation of the manuals of NSB and its implementation.

3.15.4 Issues encountered/Lessons learned

Non-salary budget was a challenging task to address as the financial system for education is very complicated due to the government organisational structure. However, the smooth progress of this workstream illustrates how a combination of careful planning and being a critical friend to the government has produced a deliverable which has government ownership and commitment. CE engaged the client in discussion of expectations and assumptions, such as the desire to have a single formula, ensuring delivery of a high quality product, relevant to Punjab’s context.

From the initiation of work on this workstream, the PMIU, World Bank and CE had regular communications. These tripartite discussions allowed each party to provide invaluable insights and feedback throughout the process and helped to clarify any misunderstandings. In addition, adopting this participatory approach allowed the institutionalisation of the formula to become easier given the government’s familiarity with the process. The process engaged the relevant PMIU staff from beginning, ensuring ownership and acting as a capacity building platform.

3.15.5 Recommendations on next steps

Up to the end of the contract
- Formulation of operational manual;
- Train the vendor of NSB implementation;
- Quality assure vendor’s implementation;
- Revise NSB formula for year 2 implementation;
- Design of display cards for schools (potentially as part of the revised school report cards).

Up to the end of PESP-II
- Implementation of NSB in 9 and 27 districts in year 2 and 3, respectively.

3.15.6 Outputs delivered
- Report: School Specific Budgets, October 2012 (VR 6);
- Report: Non-salary school specific budget formulas, December 2012 (TA 8);

3.15.7 Key experts
- Jawaad Vohra – Leading Expert/Education Economist
- Rosalind Levacic – Formula funding expert
- Sumair Tarar – Public Financial Management expert
- Salman Iqbal – Public Financial Management expert
3.16 Teacher rationalisation

3.16.1 Rationale

The School Education Department (SED) of the Government of the Punjab has periodically carried out rationalisation of schools and staff (in 1998, 2005, and 2008). By and large, the objective of those interventions was to provide a better standard and quality education without extra financial burden, by merging schools with low enrolment, abolishing ghost schools, and addressing issues of shortage and surplus of staff. Although the overall provincial student teacher ratio (STR) apparently reflected a favourable distribution of staff, in practice there were still complaints of overstaffing in some schools and understaffing in others. The Government realised the issue and prepared a policy in the year 2010 for rationalisation of schools and teachers. Moreover, the need for rationalisation of teachers was also identified in the Project Appraisal Document (PAD) for PESP-II, and subsequently was made a DLI.

3.16.2 Workstream history

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<td>Teacher rationalisation</td>
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<td>* Nil</td>
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<td>* Policy brief for implementation</td>
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Cambridge Education was commissioned to implement two activities under this workstream: (1) to undertake a quick assessment of the effectiveness of implementation of the school merger and staff rationalisation policy, 2010; and (2) to define and prepare a school-specific, needs-based formula that relates allocation of teaching posts to enrolment and grade level. The latter activity being a part of DLI, was of prime importance to the government. Therefore PMIU desired a review and revision of the 2010 teachers’ rationalisation policy in the light of international evidence, stakeholder consultation, needs assessment, and the on-going reforms in SED. Meetings were held with PMIU, the World Bank and SED to clarify the scope of the work. It was agreed that CE would support SED to propose a new teacher rationalisation policy in the light of international best practice. However, the first task was to prepare the needs-based school-specific formula. The School Education Department intended to pilot the proposed formula, when developed, in three districts: Khushab, Attock and Lodhran.

3.16.3 Activities

For assessment and effectiveness of the 2010 teacher rationalisation and school merger policy, CE outsourced the study to a local research organisation which carried out the field work covering data collection, analysis and report writing. CE closely monitored the activities and assisted the firm in quality control, training of field staff, data analysis and report writing. The final report, submitted in March 2012, concluded that the policy had only partially worked because of implementation gaps and anomalies which arose from hasty and unplanned decisions having a negative impact on equity and parity.

For the preparation of the school-specific needs-based formula, the services of an international expert (Prof. Rosalind Levacic) were engaged, and national counterparts were selected to provide appropriate inputs to the international expert for the development of a rationalisation formula.
The three pilot districts of Khushab, Attock and Lodhran were visited by the national experts in December 2012. Meetings were held with the district education managers and the heads of the primary, elementary and high schools to discuss the issues in the 2010 rationalisation policy and to seek their views on the proposed plans on the needs-based rationalisation formula. Based on this fact finding at the district level, different draft rationalisation scenarios were prepared and shared with the international expert to prepare the required formula.

The international expert prepared the formula that calculates the number of teachers allocated to each school by applying the formula to the school data (ASC 2012 data on student enrolment and teacher allocation in Districts Attock, Khushab and Lodharan). This was done based on the student enrolment, by grade, of each school in the three pilot districts. The selected parameters in the formula consist of two kinds: (1) fixed (teacher work load and student work load); and (2) variable (minimum values for grade enrolment, and maximum values for class size). However the values of the suggested parameters are flexible and can be changed according to requirements.

The formula was shared with PMIU and then formally presented to key stakeholders (including PMIU, SED, the World Bank, DFID and CIDA) in the World Bank/DFID/CIDA Joint Mission meeting held on 21 February 2013. The meeting acknowledged the technical validity of the formula. However, the meeting also requested CE to hold more discussions with PMIU/SED, firstly to explore further the implications of the formula and secondly to enable PMIU/SED to make an input into the formula. CE was tasked to then produce a revised version of the formula, in consultation with PMIU/SED. Particular points of interest in revisiting the formula were to adjust its parameters in such a way that (1) as many schools as possible could avoid either being closed or merged; or being provided with no teacher as a result of a setting a minimum number of students required to start a class, and (2) would produce, as near as possible, the same distribution and number of teachers as at present for the three pilot districts. CE was asked to calculate and set values of the parameters required to meet these conditions and produce these results.

3.16.4 Issues encountered/Lessons learned

Preparing a teacher allocation formula was a complex task. A number of factors needed to be taken into account in the preparation of the formula. Inconsistencies between the local input and international output were identified. Whereas the national experts were viewing this matter from the local perspective, the international expert was also taking into account international best practice, which changed the emphasis in the formula. Efforts were made to close these gaps and to reconcile these different perspectives through regular interactions between the local and international experts working on the formula preparation. In future, it would be useful to increase the consensus-building interactive sessions involving local and international experts. This would be specifically in order to close any gap, and for better consensus building.

Setting the proposed values of the parameters based on judgments in the trade-offs among equity, efficiency, access and quality was a difficult task and took much of the experts’ time, energy, and effort. In future, closer and earlier consultation with SED/PMIU would assist with the acceptability of the formula and the readiness of stakeholders to accept it.

At first sight, the formula created looks highly complicated. The applicability of this formula in the context of the realities of Punjab schools, and likely issues in the implementation of the formula, are among some of the factors that raise questions about the viability and practicability of the formula.
The formula is a quantitative piece of work and may not factor in all the possible contingencies, practices, assumptions and the myriad administrative, bureaucratic, gender, religious, and political issues that might trigger implementation problems.

It was realised that more meetings with PMIU/SED should have been held to obtain their regular feedback and input into the formula. This could have saved time and many revisions that were made to the formula to make it more acceptable to the stakeholders.

3.16.5 Recommendations on next steps

Up to end of the contract
- Support in policy formulation;
- Development of operational manual;
- Training SED and districts managers in teacher rationalisation.

Up to end of PESP-II
- Support implementation of teacher rationalisation in 9 and 27 districts, year 2 and 3, respectively.

3.16.6 Outputs delivered
- Draft formula for teacher allocation;
- Explanatory note on formula.

3.16.7 Key experts
- Ali Tariq – Lead Expert
- Jawaad Vohra – Education Economist/ Co Lead Expert
- Rosalind Levacic – Teacher Allocation Expert
- Najam Jamil – Local Expert
- Jamshed Khan – Local Expert

3.17 Capacity building

3.17.1 Rationale

Capacity building of the SED, its key partner units and staff was an integral part of the TA activity agreed in the Inception Report. It was agreed that the workshops would be designed to build the capacity of PMIU in project management and monitoring, and building general management capacity at district and provincial levels. Also, a combination of local workshops and short term trainings in prestigious international training institution such as IIEP, UNESCO, would be implemented. As part of the capacity building plan, CE would identify appropriate exposure visits or short term training courses for relevant technical and management staff from PMIU, SED, PEF and other institutions in order to strengthen these institutions. Moreover, the TA’s governance and HR experts were to work with the SED and its attached departments to prepare and implement an organisational development plan designed to build the capacity of SED. As part of the capacity building plan for PMIU and SED and its related organisations at different administrative tiers, courses of study in education sector governance would be arranged in relevant international institutions for high level decision makers.
### 3.17.2 Workstream history

<table>
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<td></td>
<td>Strategic seminars, workshops, dissemination and exposure visits</td>
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<td>• Specific activities to be identified</td>
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The TA project is expected to build the capacity of PMIU, SED and other implementing partners playing an instrumental role in the implementation of education sector reforms in Punjab. With increased scope and responsibilities, high expectations under a broader PESRP framework and involvement of more partners in the reform initiatives, SED/PMIU’s capacity building and strengthening needs have been well recognised by the donors, experts and other partners. Training of PMIU staff members in reputable institutes has been considered as a step forward in building the capacity of PMIU’s staff in meeting the project/programme objectives. Accordingly, training needs of senior officials in SED/PMIU were assessed, and training courses provided by organisations such as IIEP Paris were reviewed using the criteria of content, focus, and the duration and timeframe of training. Similarly, the training needs of the District Monitoring Officers (DMOs) who are acting as representatives of the PMIU at the district level were also considered. The PMIU had felt that the high turnover of DMOs had affected the quality of performance at the district level. New entrants lacked experience and were not performing their role adequately, resulting in insufficient attention to the collection of school level data.

### 3.17.3 Activities

The following are some of the capacity building programmes and activities that have been arranged and/or implemented under the technical support to PESP-II for officers or staff of SED/PMIU, to date.

- Two workshops on monitoring and evaluation for DMOs and other staff were conducted in collaboration with PMIU in Lahore. The topics, resource persons and methodology of the workshop were finalised in consultation with PMIU. The workshops were conducted for the District Monitoring Officers, Senior Data Processors and Data Processors. The first workshop was conducted for 25 participants on 14-15 March and the second for 25 participants.

- A one day workshop was held at PMIU on 22 March 2012 to present and discuss various potential financial models for inclusion in the MTSF. All officers of the PMIU attended the meeting. A further meeting was held with GIZ on 26 March, in which GIZ presented the draft Education Sector Plan and CE TA experts participated in discussion. This was followed by a one day workshop (organised on 28
March 2012), which was attended, besides PMIU officers, by concerned officers from DSD, PEF and PEAS. The model selected for inclusion in the MTSF was further discussed in the workshop, and the concerns of the participants were noted, for adapting and modifying the model accordingly.

- In April 2012, five officers from SED/PMIU were shortlisted and selected for specialised training on two courses at IIEP, UNESCO, Paris. One course was on Quantitative Methods of Monitoring and Evaluation of Quality of Education (EPM 304), the other was on Education Sector Programmes and Projects (EPM 314).

The two specialised courses at IIEP were selected because of their relevance to the role profiles of the selected officers. The following five participants were nominated for specialised training courses at IIEP Paris, 2–13 April, 2012:
1. M. Aslam Kamboh, Secretary, School Education Department;
2. Mushtaq Sial, Deputy Secretary, School Education Department;
3. Shaukat Ali, Additional Program Director, PMIU;
4. Sohail Raza, Deputy Program Director, PMIU;
5. Nadeem Masood, Director Finance, Punjab Education Foundation.

- A workshop was organised for all DMOs on 20 October 2012 at the Royal Palm Country Club, Lahore. The purpose of the workshop was to give a thorough orientation on the second phase of the Punjab Education Sector Project (PESP-II), to impart an understanding of the DLIs of the programme, and to anticipate the likely implications for the work of DMOs.

- For the capacity building of PMIU officers, three officers from PMIU were shortlisted and selected for specialised training in the course at IIEP, UNESCO, Paris: Education Sector Budgets and Financial Management (11-22 March, 2013).
  1. Mr Siaf Ullah Dogar, Additional Programme Director, PMIU;
  2. Rana Obaid Ullah Anwar, Deputy Director (Finance), PMIU;
  3. Ms Sidrah Unis, Deputy Director (M&E), PMIU.

- The Australian Council for Educational Research (ACER) has been commissioned to assist PEC and PEAS to strengthen their capacity so as to enable these organisations effectively to implement student assessment and the generation of reports. After having reviewed the capacity of the two organisations, ACER proposed a week long specialised course in student assessment for the senior level officers of PEC and PEAS and other related organisations of SED to bring about improvement in the assessment practices and policies.

In consultation with PMIU/SED, the following officers of the School Education Department were selected to attend the specialised course in student assessment at ACER, Melbourne, Australia, from 18-22 March, 2013:
3. Capt (R) Nasim Nawaz, CEO, Punjab Examination Commission;
4. Dr. Bashir Gondal, Senior Research Officer, Punjab Examination Commission;
5. Mr Imran Sikandar Baloch, Programme Director, PMIU;
6. Mr Abdullah Faisal, Director, Punjab Education Assessment System (PEAS);
7. Mr Muhammad Azeem Assessment Expert, PEAS.

Mr Ali Tariq from CE was also nominated by CE to accompany the participants to facilitate the tour and to manage and provide the required logistical support.
3.17.4 Issues encountered/Lessons learned

PMIU does not have a well-established HR function. Consequently, performance review and training functions are also missing in PMIU. Additionally, there is a lack of technical training needs assessment. Such needs assessment is an important function, and the lack of such needs assessment in PMIU may lead to poor identification of training needs and thus poor selection of training in response. The officers selected for different courses may not have been selected rigorously, following a systematic and impartial need analysis process. Therefore, it is recommended that PMIU should carry out a professional training needs assessment of the staff in parallel with the ongoing restructuring. This needs analysis would be used as the basis to carry forward the capacity building programme as mentioned above. CE would provide full technical assistance and support to PMIU for this activity.

It is observed that most of the overseas trainings have been targeted at the highly ranked officers who are performing generalist management functions in SED/PMIU, and that these officers may be transferred to a position in any other department. The experts in technical roles such as System Analysts and Database Administrators are usually overlooked at the time of making nominations for courses or other training opportunities. Inadvertently, this may have the effect of creating frustration and apathy among the lower ranked tiers of SED/PMIU staff. It is recommended that further overseas trainings for experts should be organised following a thorough training needs assessment and through an objective nomination system. CE could support PMIU in making fair and merit based nominations.

There is no system or culture of evaluation of training in SED/PMIU to ascertain if training which has been undertaken has been effective or has been delivered according to the training objectives. Also because of lack of a staff training and development function in PMIU, it is very difficult to judge if the training has produced the required competencies, or if the competencies produced have in turn produced the desired outputs or performance gains. It is recommended that the HR function in PMIU should be developed so that it can evaluate the effects of trainings for further decision making. CE could provide full support in the establishment and functioning of the HR function in PMIU.

IIEP is a very good institution but not the only choice. More training and education institutions need to be identified with a diverse range of courses on offer for educational managers and technical experts in aspects of the field of school education. Developing an institutional linkage with a training institute is also a good option for the long term capacity building of SED/PMIU. CE should be able to provide full technical assistance and support to PMIU in developing such a linkage.

There is a tendency to select foreign institutions for training irrespective of the fact that there are some good local institutions also that offer generalist and area-specific short and long courses to managers and professionals. PMIU and CE could work together to identify local institutes that offer or might offer the required training courses for SED/PMIU officials for their capacity building.

3.17.5 Recommendations on next steps

Up to the end of the contract

- A series of coordinated PMIU/DMO workshops (in project implementation, monitoring & evaluation, teacher training); specialised training at IIEP, UNESCO and/or other institutions.

Up to the end of PESP-II
Further steps are to be developed and confirmed after reviewing the staff development needs of the PMIU and other departments.

3.17.6 Outputs delivered
- DMO workshops on monitoring – 14 & 15, 16 & 17 March 20
- DMO workshop: An introduction to PESP II – October 20, 2012
- Training in quantitative methods of monitoring and evaluation of quality of education at IIEP, UNESCO, Paris for five senior level education sector officials
- Training in education sector programmes and projects at IIEP, UNESCO, Paris for five senior level education sector officials (This, and the previously-mentioned course were taken together between April 1 – 13, 2012)
- Course in education sector budgets and financial management (11-22 March, 2013) at IIEP, UNESCO, Paris for APD and two DDs of PMIU
- Expert course in student assessment at Australian Council for Educational Research, Melbourne for seven senior education sector officials

3.17.7 Key experts
- Ali Tariq
- Rosalind McGinley
- Jamshed Khan

3.18 Impact evaluations and other studies

3.18.1 Rationale
No specific impact evaluations or studies were identified at the time of signing the contract. It was foreseen that by the time any TA activity was mobilised, the first phase of PESP would be coming to a close, and that the results of the various evaluations would inform the design of the new phase, and provide indications for revisions and improvements in public service delivery.

3.18.2 Workstream history

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<td>• Report on effectiveness of IT labs in HS &amp; HSS</td>
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<td>• Impact evaluation of teacher incentives scheme</td>
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<td>• Impact evaluation of School Council Capacity Building Programme</td>
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At the time of signing the contract the exact nature of impact evaluations and studies required was unspecified. However, in November 2011 PMIU requested CE to undertake two studies: the first was concerned with the teacher rationalisation and school merger policy of 2010, and the second with the effectiveness of IT labs in high and higher secondary schools in Punjab. Four other studies were requested during the inception period:

- Impact evaluation of CPD: DSD has requested a process review of CPD as part of the IOE linkage, and does not require a full impact evaluation at this stage;
- Impact evaluation of teacher incentives scheme: this is to be undertaken by the World Bank in summer 2013;
- Impact evaluation of the school council capacity building programme: CE has been advised by PMIU that this is not required as part of the TA programme;
- Impact evaluation of a whole-school approach in Faisalabad and other early childhood initiatives: CE has been advised by PMIU that this is not required as part of the TA programme.

### 3.18.3 Activities

**Review of the 2010 merger of schools and staff rationalisation policies in Punjab (March 2012)**

CE commissioned this report from the Society for Advancement of Education (SAHE) to assess the current implementation status of the teacher rationalisation and school merger policies of 2010, to comment on the process, and to gauge their effectiveness in terms of more efficient use of resources and improved quality of education based on improvements in enrolment, retention and completion at district and school level throughout Punjab. The commissioning of this report can be seen as a precursor to the requirement under PESP II to revisit teacher rationalisation and to develop a more workable formula for its implementation (see section 3.16 above).

Data was gathered from 34 out of the 36 districts, and 298 schools across 12 districts were visited during the study. The main conclusions of the report include the following:

- Student-teacher ratio is not a satisfactory basis for calculating teacher allocation;
- The reforms did not take into account issues of gender, distance or availability of teachers, which resulted in widespread rejection of directives, and repeated transfers;
- A database of teachers is needed to assist in monitoring, including a system of school mapping;
- Rationalisation of subject experts is not recommended;
- Great flexibility and consensus is required in making these changes to avoid litigation.

**Study on effectiveness of IT labs in secondary and higher secondary schools in Punjab (March 2012)**

CE commissioned the International Field & Tab Company to conduct a rapid review to assess the effectiveness of recently installed IT Labs in high-schools and higher secondary schools in Punjab. IFT conducted fieldwork in 450 schools across 16 tehsils in eight districts of Punjab. The major findings of the study were as follows:
All of the schools reported that the IT equipment had been installed in their schools, and was in functioning order. The mechanisms put in place for maintenance and repair were largely found to be working well. However, there remains a concern as to what will happen once the hardware warranty period expires.

There is a need for capacity building to meet the demand which has arisen as a result of this project. Many more teachers need to be trained in IT.

The positive effects of the IT Labs Project on perceived performance and self-confidence of teachers and students is commendable.

The range of uses of the IT labs is currently somewhat limited; ways need to be found to encourage the expansion of the repertoire of computer skills of the students and teachers.

The presence of IT labs in schools has greatly increased the usage of computers and internet in the community.

3.18.4 Issues encountered/Lessons learned

These two studies were delivered in the early phase of the TA project and were commissioned to outside companies. CE now has a more comprehensive team in place, either in-house or among its pool of flexible expertise. It would be much less likely to commission out such reports altogether. Rather, the services of a local company might be engaged to conduct any necessary fieldwork, but CE itself would undertake the development of the actual report/study/evaluation with quality control at every steps of the process.

3.18.5 Recommendations on next steps

Up to the end of the contract
- CE is prepared to undertake reviews, studies, impact evaluations as required.

3.18.6 Outputs delivered
- Review of the 2010 merger of schools and staff rationalisation policies in Punjab (March 2012)
- Study on effectiveness of IT labs in secondary and higher secondary schools in Punjab (March 2012)

3.18.7 Key experts
- Ali Tariq
- Rosalind McGinley
- Jamshed Khan
4 Summary of Achievements, Lessons Learned and Proposed Principles

Chapter 3 gave detailed commentary on each activity’s progress, achievements, issues, lessons learned and included some recommendations. This chapter attempts to consolidate the discussed matters in order to propose principals and modus operandi for the remainder of this TA contract.

4.1 Major achievements

- Non-Salary Budget formula approved by PMIU, SED and FD;
- An innovative teacher rationalisation formula developed – awaiting SED’s approval;
- The institutional linkage for DSD with IOE for teacher licensing and CPD established and operational;
- The institutional linkage for PEC/PEAS with ACER for institutional capacity building established and operational;
- School and district report cards designed and tested;
- Information and communication needs study completed;
- PMIU restructuring proposal presented – the new structure of PMIU functions is much more compatible for the mission of PMIU than was the former structure;
- Teacher improvers campaign completed;
- Review of 2010 Mergers and teacher rationalisation policies and ICT labs in school completed.

4.2 Issues and Lessons learned

Chapter 3 highlighted the issues and lessons learnt before, during and after the completion of planned TA activities. Below are summarised some of the main project management and technical issues:

- Concise and clear TOR can only be achieved through detailed stakeholder solicitations;
- Regular and open tripartite communications (CE, PMIU and World Bank) is critical to producing high quality outputs;
- A stable workforce at the PMIU is essential for ownership and sustainability of TA-supported activities;
- ‘Last minute requests’ and under-prepared decisions prevent sufficient time to plan and properly resource commissioned activities, which results in below-expected results and poor value for money;
- Quality assurance at each critical step of a TA activity will allow CE/PMIU to make appropriate adjustments to ensure unintended deviations are controlled;
- Security concerns have prevented CE from attracting some of the best and brightest experts long-term to Pakistan. However, a combination of strong and influential local experts and short-term international experts bridges this gap effectively.
- A one off activity or an annual campaign (such as the improvers campaign or supplementary stipend campaign) may not be sufficient to keep the stakeholders and the beneficiaries of the activity focused on the targets. A sustained programme of encouragement and support from officials may be effective in stimulating on-going, active participation.

4.3 Modus operandi

CE will work closely with the PMIU to clarify procedures and protocols, amongst other things, with the commissioning of TA services through the flexible approach, and effective communication with donors and other stakeholders. It is hoped that through an agreed and standardised approach, CE and the PMIU can mitigate confusion and inefficiencies in order jointly to deliver high quality work which is valued by each party and by the sector as a whole.
4.4 **Core principles to guide the future TA streams**

CE believes having clear principles is vital for effective TA delivery. CE will reinforce the existing principles in each of the workstreams through the period remaining to the end of the project:

**Integrating the international evidence and best practice with the Punjab circumstance:** CE seeks to bring in the latest evidence, theories and practices to Punjab. CE will draw on its extensive networks of academic institutions, think tanks, international experts and its own expertise to propose solutions which are bespoke, innovative and ultimately applicable to the Punjab context;

**Being a critical friend:** CE firmly believes one way in which we add value to our client is by challenging the conventional wisdom. We feel by being a critical friend from the very initial scoping mission to the final impact evaluation will ensure activities are targeted and deliver the intended outcomes in the most cost effective way;

**Being proactive:** This will ensure that CE will not be content until the intended outcomes have been materialised. We will work with the GOP and the donors to pre-empt issues and problems and hold regular meetings with stakeholders to help them address issues in a timely fashion;

**Joint Ownership:** though we are contractually obliged to deliver on certain work streams, CE believes that we are supporting the GOP in delivering its charter. CE will work closely with the assigned focal persons – through open and frequent discussions – to allow them to contribute and follow the process until the end. Ultimately our aim is for the GOP confidently to lead on these workstreams following the departure of CE.
5 Recommendations

The previous two chapters have provided commentary on each TA workstream, lessons learned, principles and modus operandi on which CE will operate until the end of the project. This chapter covers the activities which have been proposed by CE under each workstream – from chapter 3. This will firstly serve as a planning tool to clarify what CE will deliver up to the end of the project, secondly it will be the basis for a contract amendment and thirdly, will ensure CE are consistently delivering services which are valued by the education sector.

Based on the workstream commentaries in Chapter 3, it appears clear that CE has been and will continue to be almost exclusively supporting the PMIU in delivering on the legal covenants and DLIs from PESP-II Table 5.1 lists the recommended activities to be done to the end of the contract. While this is a good utilisation of CE existing resources and makes TA interventions predictable, we also feel that we are nimble enough to continue, in part, to adopt a flexible approach to support the GOP in the activities and workstreams which may be demanded in the future (both from PESP-II and from other government-led initiatives).

Keeping this in mind, and the uncertain demands it will inevitably have on our financial resources, we propose to allocate a specified sum of money which can be drawn upon to deliver ad hoc TA services. This will prevent a perception of CE having a ‘design only’ role; meaning we can potentially add value (and quality assure) all stages of the TA process For example, it was agreed that the GOP would procure the services of a local firm to implement the NSB due to the large scale and complex nature of the role in the nine districts. However, CE would adopt a ‘sandwich’ approach where CE would develop the materials, train the firm and quality assure its implementation.

There may be occasions where CE has a comparative advantage to undertake a specific activity or roll out an existing activity, but given financial commitments (the proposed ad hoc fund may not cover it) it is not feasible to do so. CE will work with the GOP to identify how best to manage this situation. One possible response is that CE could help the PMIU to prepare a business case to secure additional funds from donors, government and private funds.

The focus on the time-bound DLIs and legal covenants has resulted in CE leading on and/or actively supporting certain activities. Though this is welcomed and shows our breadth in TA services, we feel this continuous emphasis on meeting the targets has to a large extent prevented us from delivering effective and well-paced capacity building programmes for the PMIU staff, DMOs/MEAs and others. This may jeopardise the institutionalisation and sustainability of activities following the end of the project. CE will work with the PMIU and other apex departments to develop and implement a sustainability plan to ensure once the project has ended, the GOP can competently and confidently deliver on the DLIs up to the end of PESP-II and other activities as proposed in Chapter 3.

To regularise variations in deliverables from the original contract, we would recommend GOP to consider the following three options:

(i) a no-cost and no-time revision of the contract, with the deliverables to be negotiated based on those defined in table 5.1 (up to the end of the contract, June 2014)

(ii) a no-time change of the contract with the agreed deliverables negotiated as above in table 5.1 but with extra funding for any substantial activities (to be confirmed case by case, to the end of the contract, June 2014)
(iii) a time and cost extension, the deliverables to be negotiated based on those defined in table 5.1 and a new financial proposal submitted to reflect the proposed deliverables (up to the end of PESP-II, as defined in chapter 3).

We will work with the GOP over the coming months to agree on the most appropriate option in light of government and World Bank procurement rules. While there is value in CE continuing to provide TA support up to the end of PESP-II, we feel in the short-term the deliverables must to be amended to reflect the new scope of work.

Table 5.1: Workstreams and activities to be delivered up to end of the contract

<table>
<thead>
<tr>
<th>Teachers’ professional development</th>
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</thead>
<tbody>
<tr>
<td>Review of best practices of CPD at international level;</td>
</tr>
<tr>
<td>Review of DSD’s CPD programme;</td>
</tr>
<tr>
<td>Teacher management</td>
</tr>
<tr>
<td>A visioning exercise for teacher professionalisation involving policy makers in SED, PMIU and DSD planned;</td>
</tr>
<tr>
<td>The second draft of teacher licensing legislation for presentation to stakeholders will be prepared accordingly;</td>
</tr>
<tr>
<td>Development of provincial professional standards of teachers/head teachers at all levels;</td>
</tr>
<tr>
<td>Formulation of assessment and evaluation standards/criteria;</td>
</tr>
<tr>
<td>A study visit to a developed and a developing countries with relevant practice and experiences planned.</td>
</tr>
<tr>
<td>Support for examinations and assessment</td>
</tr>
<tr>
<td>Policy makers tour to ACER in Australia (15 – 24 March 2013);</td>
</tr>
<tr>
<td>Workshop two and three of module A – item writing;</td>
</tr>
<tr>
<td>Restructuring and institutional development of merged PEC/PEAS with focus on the development of research wing</td>
</tr>
<tr>
<td>Support to PMIU: Monitoring</td>
</tr>
<tr>
<td>Data validation of CMMF (monthly monitoring of schools);</td>
</tr>
<tr>
<td>Development of an implementation plan for the strengthening of CMMF.</td>
</tr>
<tr>
<td>Support to PMIU: MTSF</td>
</tr>
<tr>
<td>Development of MTSF (pending the GOP’s request and approval of the GIZ’s Education Sector Plan)</td>
</tr>
<tr>
<td>Support to PMIU: EMIS</td>
</tr>
<tr>
<td>Scoping mission to validate the GOP’s new vision on EMIS;</td>
</tr>
<tr>
<td>Support the PMIU in the development/restructuring of a data analysis and coordination cell;</td>
</tr>
<tr>
<td>Formulation of an implementation (action) plan for EMIS roll out.</td>
</tr>
<tr>
<td>Support to PMIU: Information and Communications</td>
</tr>
<tr>
<td>Draft communication strategy in early 2013</td>
</tr>
<tr>
<td>To develop and agree a process for production and dissemination of school report cards (13,500 in first phase)</td>
</tr>
<tr>
<td>To develop briefing materials explaining the school report cards (e.g. leaflet, poster in Urdu)</td>
</tr>
<tr>
<td>To distribute the district report cards in March 2013</td>
</tr>
<tr>
<td>PMIU to rapidly progress the recruitment of the Communication Manager for the PMIU</td>
</tr>
<tr>
<td>Induction and support to the newly recruited Communication Manager for the PMIU Communication Unit; assist in preparation of action plan</td>
</tr>
<tr>
<td>Convene and host the first meeting of the Communication Strategy Group</td>
</tr>
<tr>
<td>Restructuring of PMIU</td>
</tr>
<tr>
<td>Implementation of restructuring plan;</td>
</tr>
<tr>
<td>Implementation of staffing plan;</td>
</tr>
<tr>
<td>Establishment of HR cell in PMIU;</td>
</tr>
<tr>
<td>Implementation of capacity development plan (on project management, budgeting, monitoring)</td>
</tr>
</tbody>
</table>
Non-salary budget
Formulation of operational manual;
Train the vendor of NSB implementation;
Quality assure vendor’s implementation;
Revise NSB formula for year 2 implementation;
Design of display cards for schools (could be part of the revised school report cards).

Teacher Rationalisation
Support in policy formulation;
Development of operational manual;
Training SED and districts managers in teacher rationalisation.

Capacity Building
A series of coordinated PMIU/DMO workshops (in project implementation, monitoring & evaluation, teacher training etc);
Specialised training at IIEP, UNESCO and/or other institutions.

<table>
<thead>
<tr>
<th>Impact evaluations and other studies</th>
</tr>
</thead>
<tbody>
<tr>
<td>CE is prepared to undertake reviews, studies, impact evaluations as required.</td>
</tr>
</tbody>
</table>
6 Conclusion

This was the first large-scale TA package in Punjab for over two decades. This resulted in both the GOP and CE taking time to adjust to the new relationship, the processes and procedures and operating environment. The shift from a detailed and planned package of TA services to a more ‘ad hoc requests’ approach made implementation unpredictable and challenging. In addition, the frequent transfers and postings of the PMIU management team and those of other apex institutions, and the limited availability of high quality long-term international experts – due to security concerns – caused further issues in implementation.

The CE team has managed to overcome the various difficulties and obstacles; it is clear from the evolution of activities that the most difficult time has now passed. Implementation of Package D is now on track: we have finished or have been working in responding to the prioritised requirements to the implementation of the PESP I and II. The quantities of the TA activities are rapidly increasing; the quality of our deliverables is to a standard which CE is now proud of (in terms of relevance and effectiveness), and CE has also built up a much stronger technical team and networks in Punjab.

The experiences from within and outside Pakistan have demonstrated repeatedly that the success of TA does not just rely on the TA team but also the PMIU team’s commitment and capacity. It is a team work from both sides, and the partnership between CE and PMIU has been strengthened very much. Fortunately, with a new PMIU leadership taking up post since Dec 2012, the very positive atmosphere for sound communication and cooperation has continued and has been developed strongly. The momentum of the TA package is building up, and a lot of activities are going on smoothly and will be expanded to even larger scales. It seems that the ‘flexibility’ approach is working well under the current circumstance, even though sometimes it is very delicate and difficult to make management decisions on what and how much should be done.
7 Project Management Structure

As has been seen in the previous section, the structure of the TA activities have undergone a significant process of evolution between the issuing of original Request for Proposal (RFP) document in 2009 and the mid-term stage where it now stands. This is strongly reflected in the staffing and management structure for the project, which is now significantly different from what was originally envisaged, both in terms of what was agreed the contract and later, in the inception report. The requirement for a ‘flexibility approach’ in responding to the client’s developing and emerging needs for technical support, especially as a result of the transition between PESP-I and PESP-II, has resulted in a more fluid and flexible staffing and management structure, as is detailed below.

7.1 Contract signing phase

The project management structure as established in the contract may be summarised in the following table:

Table 7.1: TA Management Structure at the start of the project

<table>
<thead>
<tr>
<th>Experts</th>
<th>No.</th>
<th>Person months</th>
</tr>
</thead>
<tbody>
<tr>
<td>Team leader/CTA</td>
<td>1</td>
<td>36</td>
</tr>
<tr>
<td>Key experts (long-term international)</td>
<td>2</td>
<td>72</td>
</tr>
<tr>
<td>Key experts (long-term national)</td>
<td>2</td>
<td>48</td>
</tr>
<tr>
<td>Short-term (international)</td>
<td>5</td>
<td>34</td>
</tr>
</tbody>
</table>

7.2 Inception phase

During the inception period it became clear that major adjustments would be made to many of the activities due to the transition between PESP-I and PESP-II. As a result, it was decided to leave the number and designation of short-term experts more flexible, to enable an appropriate response to the ever-evolving nature of the.

Another change to the structure reflected the decision by PEC/PEAS to request the establishment of a linkage with the Australian Council for Educational Research (ACER) instead of the named long-term national expert. At the same time, DSD was considering whether it too would prefer to enter into an institutional linkage, although this decision was not made final until after the inception report had been submitted and accepted by PMIU. The project management structure envisaged at the completion of the inception period may therefore be summarised as follows:

Table 7.2: Structure at the end of the inception phase

<table>
<thead>
<tr>
<th>Experts</th>
<th>No.</th>
<th>Person months</th>
</tr>
</thead>
<tbody>
<tr>
<td>Team leader/CTA</td>
<td>1</td>
<td>36</td>
</tr>
<tr>
<td>Key experts (long-term international)</td>
<td>2</td>
<td>72</td>
</tr>
<tr>
<td>Key experts (long-term national)</td>
<td>1</td>
<td>24</td>
</tr>
<tr>
<td>Short-term (international)</td>
<td>Flexible</td>
<td>34</td>
</tr>
<tr>
<td>Institutional linkage with ACER</td>
<td></td>
<td>36</td>
</tr>
</tbody>
</table>
7.3 **Current phase**

June 2012 saw the end of the first phase of PESP and the introduction of PESP-II. DSD opted for the establishment of an institutional linkage with the University of London Institute of Education to assist in preparing legislation for the introduction of a system of teacher licensing. CE was also required by DSD to engage an expert as a member of CE team to facilitate the institutional linkage, and eventually a national expert is employed by CE to shoulder the responsibilities.

In this scenario the composition of the TA team had to be flexible enough to meet whatever new task was given to it, and to bring in appropriate expertise accordingly. At the same time, the two institutional linkages (ACER and IOE) were set to consume a large proportion of the original staffing budget. Accordingly, the original set-up of having a fixed number of long and short-term experts was adapted to meet the evolving needs of PMIU and other stakeholders within the School Education Department.

7.4 **New management structure**

Dr Nasir Jalil served as Team Leader/CTA for one year before leaving the project in May 2012. Despite intensive searches, both nationally and internationally, it has proved extremely difficult to identify an individual with the required profile to serve as a full-time leader of the project. Consequently, in June 2012, Dr Hu Wenbin was deployed by CE to give overall supervision and leadership, dividing his time between Lahore and Beijing (from where he is in constant communication with the TA team on the ground). During the periods when Dr Hu Wenbin is in China, Ali Tariq as the Operational Manager and Jawaad Vohra, Project Manager/Lead Expert based in Cambridge, are on the ground in Lahore.

Therefore within the present scenario there is a small core team of Team Leader and Operation Manager and Project Manager/Lead Expert. This, together with one more Lead Expert, a flexible pool of experts and experts deployed under the two institutional linkages, currently forms the technical delivery unit of the project.
Appendices

Appendix A.  Project management structure 65
## Appendix A. Project Management Structure

<table>
<thead>
<tr>
<th>Proposed structure in contract &amp; inception report</th>
<th>Activity agreed in contract</th>
<th>Activity agreed in inception report</th>
<th>Actual structure to date</th>
<th>Expert</th>
<th>Actual management structure to date</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Key expert 1</strong>&lt;br&gt;Team leader/Chief technical adviser (IC)</td>
<td>• Management &amp; oversight of experts&lt;br&gt;• Logistical &amp; financial management&lt;br&gt;• Communications &amp; dissemination&lt;br&gt;• Policy &amp; planning&lt;br&gt;• Monitoring &amp; evaluation&lt;br&gt;• Review of education management system (support to KE 5 &amp; HR expert)</td>
<td>• Management &amp; oversight of experts&lt;br&gt;• Logistical &amp; financial management&lt;br&gt;• Communications &amp; dissemination&lt;br&gt;• Policy &amp; planning&lt;br&gt;• Monitoring &amp; evaluation&lt;br&gt;• Review of education management system (support to KE 5 &amp; HR expert)</td>
<td><strong>Team leader/CTA (IC)</strong></td>
<td>• Management &amp; oversight of experts&lt;br&gt;• Logistical &amp; financial management&lt;br&gt;• Communications &amp; dissemination&lt;br&gt;• Policy &amp; planning&lt;br&gt;• Monitoring &amp; evaluation&lt;br&gt;• Reporting</td>
<td></td>
</tr>
<tr>
<td><strong>Key expert 2</strong>&lt;br&gt;Senior professional development expert (IC)</td>
<td>• Strengthen &amp; scale up CPD&lt;br&gt;• Capacity development to DSD to scale up training delivery&lt;br&gt;• Working group for teacher licensing &amp; certification&lt;br&gt;• Review of headteacher programme&lt;br&gt;• Develop headteacher programme &amp; pilot&lt;br&gt;• Impact studies x 3</td>
<td>• Needs analysis for ISO certification of DSD training programmes and capacity building&lt;br&gt;• Review of CPD framework &amp; action plan&lt;br&gt;• Impact evaluation of CPD&lt;br&gt;• Roadmap &amp; support for legislation for teacher licensing&lt;br&gt;• Support for establishing an autonomous body for teacher licensing</td>
<td><strong>IOE linkage</strong></td>
<td>• CPD process review&lt;br&gt;• CPD initiatives to support teacher licensing&lt;br&gt;• Roadmap &amp; support for legislation for teacher licensing&lt;br&gt;• Support for establishing an autonomous body for teacher licensing, including staff college for school leadership accreditation</td>
<td></td>
</tr>
<tr>
<td><strong>Key expert 3</strong>&lt;br&gt;Senior examinations and assessment expert (NC)</td>
<td>• Technical advice to PEC&lt;br&gt;• Support to PEAS in sampling, analysis, reporting, validation plan for third party validation, analysis of low performing schools</td>
<td>• Outputs to be delivered through institutional link arrangement that will deploy range of short term experts to meet PEC and PEAS needs</td>
<td><strong>ACER linkage</strong></td>
<td>• Capacity development in test item development&lt;br&gt;• Capacity building in data handling, analysis &amp; research</td>
<td></td>
</tr>
<tr>
<td><strong>Key expert 4</strong>&lt;br&gt;Technical support/capacity building expert (NC)</td>
<td>• Support to SED/PMIU to develop data analysis skills for enrolment growth and medium term planning&lt;br&gt;• Action plan for implementation of medium term plans (with support of CTA)&lt;br&gt;• Capacity development in project</td>
<td>• Review &amp; strengthen existing monitoring mechanisms relevant to general information on access&lt;br&gt;• Build capacity of PMIU staff in projecting enrolment growth data&lt;br&gt;• Report on public and private enrolment growth trends</td>
<td><strong>NC</strong></td>
<td>• Monitoring procedures manual for MEAs&lt;br&gt;• On-ground coordination for ongoing work of short-term EMIS expert</td>
<td></td>
</tr>
</tbody>
</table>
## Proposed structure in contract & Inception report

<table>
<thead>
<tr>
<th>Expert</th>
<th>Activity agreed in contract</th>
<th>Activity agreed in inception report</th>
<th>Actual structure to date</th>
</tr>
</thead>
</table>
| Key expert 5  
Senior educational management expert (IC) | - Review of education management system & strategy for comprehensive restructuring (with TL)  
- Support on teacher recruitment  
- Working group for teacher licensing & certification (with KE 2)  
- Further development of School Councils  
- Evaluation of poorly performing schools  
- Practical guide for school council training  
- Organisation of strategic seminars, workshops, dissemination, and exposure visits  
- Impact evaluations:  
  - SC capacity building  
  - Teacher incentives (with KE 2) | - Review of structure of SED & attached bodies with recommendations  
- Review of HR of SED & attached bodies (with HR expert)  
- Review achievements, gaps & challenges of School Councils with recommendations  
- Capacity-building for SCs | IC  
- School Councils review  
- Improvers’ bonus programme:  
  - Awareness campaigns  
  - Teacher registration & school verification  
  - Bonus calculation  
  - School score cards  
- On-ground coordination for ongoing work of short-term experts:  
  - IOE linkage  
  - ACER linkage  
  - Textbooks  
  - Communications |
| Textbooks and teaching resources expert (Short-term IC) | - Textbook procurement and distribution  
- Textbook development  
- Capacity development for Punjab Textbook Board  
- Field testing of textbooks system | - Textbook procurement  
- Field testing of textbooks system  
- Capacity building for Textbook Board | Short-term IC  
- System for field testing of textbooks  
- Needs analysis for capacity building of Textbook Board and Curriculum Development Authority |
| Human resources expert (Short-term IC) | - Develop HR strategy and restructuring for DSD and SED  
- Study: Career path for teachers | - Review of HR of SED & attached bodies (with KE 5) | NC  
- Restructuring plan for PMIU |
| EMIS expert (Short-term IC) | - Review EMIS systems  
- Provide ongoing support for further development  
- Develop analytical tools for better interpretation of results for planning | - Review EMIS systems  
- Provide ongoing support for further development  
- Develop analytical tools for better interpretation of results for planning | Short-term IC  
- Needs analysis for EMIS development |
## Proposed structure in contract & Inception report

| Expert                      | Activity agreed in contract purposes | Activity agreed in inception report purposes | Actual structure to date Expert | Activity agreed in contract purposes | Actual management structure to date
<table>
<thead>
<tr>
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<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Communications expert (IC)</td>
<td>• Develop communications strategy</td>
<td>• Develop a communication strategy</td>
<td>Short term IC</td>
<td>• Information &amp; communications strategy (including knowledge management)</td>
<td>Short term IC (2)</td>
</tr>
<tr>
<td></td>
<td>• Organise campaigns &amp; dissemination events</td>
<td>• Develop a knowledge management system</td>
<td></td>
<td>• Support for establishment of Communications Cell within PMIU</td>
<td>NC&lt;br&gt;Non-salary school budget formula&lt;br&gt;Develop implementation manual&lt;br&gt;Training of vendor for implementation</td>
</tr>
<tr>
<td></td>
<td>• Develop information media</td>
<td></td>
<td></td>
<td>• Design of school performance report cards</td>
<td></td>
</tr>
<tr>
<td>School finance expert</td>
<td>-</td>
<td>-</td>
<td>Short term IC &amp; NC</td>
<td>• Design of district performance report cards</td>
<td></td>
</tr>
<tr>
<td>Teacher allocation expert</td>
<td>-</td>
<td>-</td>
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<td></td>
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</tbody>
</table>

Short term IC: Information & communications strategy (including knowledge management)
Non-salary school budget formula
Develop implementation manual
Training of vendor for implementation

Short term ICs (2): Non-salary school budget formula
Develop implementation manual
Training of vendor for implementation

Short term IC & NC: Teacher rationalisation formula
Policy brief for implementation